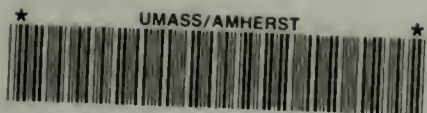


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## FY 1996 Strategy

Edward Byrne Memorial

State & Local Law Enforcement Assistance  
Formula Grant Program

SUBMITTED BY:

EXECUTIVE OFFICE OF PUBLIC SAFETY  
PROGRAMS DIVISION

MASSACHUSETTS COMMITTEE ON CRIMINAL JUSTICE



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## EXECUTIVE SUMMARY

There is evidence that we may have begun to win some battles in the war against crime. Recent data indicates that the number of violent crimes committed continues to decline, though it is still at unacceptably high levels. Further, two particularly disturbing issues continue to be evident. First, violent crimes committed by youth have increased dramatically in recent years and current demographic trends show the "at risk" population of youth likely to become involved in crimes will increase over the next decade. Second, the level of citizen fear of crime remains high.

The Massachusetts application for funding under the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program for fiscal year 1996, reflects the belief of the Massachusetts Executive Office of Public Safety (EOPS) that we can begin to address both the issues of youth violence and public fear through a number of innovative programs, which emphasize such critical factors as collaborative relationships in general and community involvement in particular. The view of EOPS is that we must emphasize and encourage partnerships between and among state and local law enforcement and other criminal justice agencies, as well between and among local communities throughout the Commonwealth.

This Byrne Strategy also reflects the view that a significant investment of both human and financial resources must be made in improving the criminal justice infrastructure. Specifically, efforts must be made to improve the overall workings of the criminal justice system through both technological improvements at each stage of the system, but even more importantly, through improvements in the ability of the information generated at each stage of the criminal justice process to be shared among all the other participants in the system.

It should be noted that efforts have been made by EOPS to better coordinate its own approach to improvements in the criminal justice system. For example, it has placed within the Massachusetts Committee on Criminal Justice (EOPS - Programs Division) the responsibility to administer a wide range of criminal justice grants, from both federal and state sources. The goal of this centralization of responsibility is a more coordinated, efficient, and focused program to address the most critical problems in Massachusetts. EOPS will, thus, be able to identify the areas of greatest resource needs and then address them through a coordinated approach utilizing various sources of funding. For example, the Programs Division is the administrative agency for not only Byrne funding, but also the federal grants under the Violence Against Women Act, National Criminal History Improvements Program, Juvenile Justice Delinquency and Prevention Formula Program, Title V, Challenge Program, and the Weed and Seed Program. It also serves as the Statistical Analysis Center. Finally, it administers a number of criminal justice programs funded through state appropriations, such as a Community Policing program, and D.A.R.E., which have impacted many communities throughout the Commonwealth.





This Strategy reflects the view that there are critical needs within all parts of the criminal justice system. A focus of the grants to be made will be law enforcement, prosecution, youth violence reduction, and systems improvement. Funds will also be provided for treatment, victims services, and other prevention programs. In fiscal year 1995, EOPS increased the portion of the Byrne Grant that it passed through to local government entities. In fiscal year 1996, EOPS intends to further increase this pass-through. An underlying belief throughout the programs contained in this application is that they must be collaborative efforts. Through these efforts it is hoped that we can continue to make Massachusetts a place where its citizens are safer and feel safer. EOPS believes that the Commonwealth can only do so if its citizens are partners in the system.





## *STATE ADMINISTRATIVE AGENCY*

### Organizational and Administrative Capabilities

The Massachusetts Committee on Criminal Justice (EOPS - Programs Division), was established by statute in 1967 to review and develop criminal justice policy and to serve as the state planning agency responsible for applying for and administering federal criminal justice grants. The Programs Division is comprised of units specializing in drug enforcement, juvenile justice and domestic violence, as well as program evaluation and statistical analysis. Currently the recipient of over \$14 million annually in federal grant funds, the agency disseminates funding to state agencies and local units of government throughout the Commonwealth. It is also responsible for administering over \$18 million annually in state-funded criminal justice grants, funding such initiatives as Community Policing, D.A.R.E., and bullet-proof vest reimbursements.

Grants of Byrne funds made to state agencies are generally awarded for the program period beginning in July and ending in June. Grants to local governmental entities are generally awarded for the program period beginning in October and ending in September.

Quarterly financial and programmatic accountability forms are required for submission from each sub-grantee and must be submitted no later than 15 days following the end of each quarter. This information provides the Programs Division with assurances that the project activities correspond with all goals and objectives originally stated by the sub-grantee, and that grant funds are being spent according to the budget originally agreed upon by all parties. A narrative is also included to clarify the figures cited on the quarterly reports. At a minimum, annual on-site visits are also performed on each program.



## *NATURE AND EXTENT OF THE PROBLEM*

Massachusetts experienced a dramatic decline in violent crimes in 1994 as compared with 1993. Data provided by the Crime Reporting Unit of the Massachusetts State Police show that violent crimes fell by over 12 percent in 1994. This brings them to levels not seen since 1989. In addition, the number of reported property crimes also decreased, but at a slightly lesser rate of 9 percent. These crimes have been on a decline in Massachusetts since 1991.

### *YOUTH VIOLENCE*

There is, however, evidence of a continuation in the increase of youth violence. But even here, there are hopeful signs as measured by preliminary statistics for 1995. According to statistics compiled by the Massachusetts Department of Youth Services (DYS), 1994 saw a 16 percent increase in new commitments. Even more disturbing is the fact that the portion of new commitments resulting from "person offenses" as opposed to "property offenses" continues to climb. In 1994, person offenses represented 45 percent of the most serious offense of new commitments. In 1988, this figure was 26 percent. During the same period, drug offenses rose from 9 percent to 11 percent, while property offenses declined from 48 percent to 33 percent. In terms of the total number of detention admissions to DHS, 1994 recorded 4,032 versus 2,663 in 1992 (a 51 percent increase).

But, in 1995, detention admissions to DHS rose to 4,117, a much slower increase of only 2 percent. In fact, among the five DHS regions, three actually experienced declines in admissions. In December 1995, there was fully a 30 percent decrease in new commitments to DHS, with every region experiencing a decrease except for the Central Region of Massachusetts.

In terms of getting behind the increasing number of youth involved in crime, it is important to note that nearly 80 percent of the DHS caseload reported consuming alcohol prior to their commitment. One-third reporting consuming alcohol at least once a week. In addition, three of every four committed juveniles reported some use of marijuana prior to their commitment, with nearly half using it at least once a week. Over two and half percent of the committed youth reported using cocaine and crack at least once a week.

On a national scale, the Office of Juvenile Justice and Delinquency Prevention highlighted in a May, 1995 Report, alarming trends in youth violence. Among other facts, the Report notes that after more than a decade of relative stability, the juvenile violent crime arrest rate soared nearly 47 percent between 1988 and 1992 (during a time that the overall number of violent crimes reported rose by 23 percent). By the end of that period, juveniles were responsible for one in five violent crimes. If present trends continue as they have over the past 10 years, juvenile arrests for violent crime will double by the year 2010. The growing use of firearms during the commission of juvenile crime was also highlighted. For example, in 1976, 59 percent of juvenile homicide offenders killed with a gun; by 1991, the figures had risen to 78 percent.





Perhaps, even more alarming, is that one in five students in grades 9-12 reported carrying a weapon at least once in the previous month, with one in twenty reporting that they had carried a firearm. The Report also found that any juvenile between the ages of 12 and 17 is more likely to be the victim of violent crime than are persons past their mid-twenties.

## *DOMESTIC VIOLENCE*

**I**n 1995, in Massachusetts, 54 lives were lost due to domestic violence, an increase of 43 percent over 1994.. Murder accounted for 45 deaths and the remaining deaths were suicides. Often when not intended, children become victims of domestic violence, as four of the victims were children under the ages of 16.

Statewide programs and organizations have provided services and continue to document the increasing need for more domestic violence assistance. The Massachusetts Coalition of Battered Women Service Groups recorded 116,075 domestic violence assistance telephone calls to domestic abuse hotlines in 1994, an increase of 17 percent over the previous year. The 33 shelters and safe home programs across the Commonwealth serviced 2,347 victims and 3,169 children of battered women. Statewide programs helped nearly 45,000 victims with safety planning.

It should be noted that in 1992, Massachusetts became the first state to implement a statewide, centrally computerized, domestic violence record keeping system. The registry was created in response to a need for a centralized database accessible by judicial and law enforcement personnel for the issuance and enforcement of domestic violence restraining orders. It is designed to provide the police and courts with accurate and up-to-date information for the effective management of domestic abuse cases and the protection of victims.

In October of 1995, a qualitative analysis of civil restraining orders in Massachusetts was issued by the Office of the Commissioner of Probation. Some of the highlighted findings were the following:

On average, a restraining order is issued approximately every two minutes during the hours of court operation.

On average, for each restraining order which mentions the presence of children, there are 1.8 youngsters. This equates to approximately 43,000 children a year who are exposed to abuse and violence between family members. Sixty-five percent are less than eight years old.

One in every four victims describes the defendant as causing damage or destruction of property.





Over half (51.3 percent) of all restraining order defendants show some indication of having alcohol and/or drug abuse problems.

Restraining order defendants with a delinquency or criminal history of violent offenses have a 23.6 percent rate of violating the order.

The highest violation rate, 32 percent occurs among defendants who have both an alcohol and drug problem, compared to only 15 percent who have neither an alcohol or drug abuse problem.

## *FIREARMS AND WEAPONS*

The Massachusetts Department of Public Health maintains a reporting system to track stabbing and shootings treated in emergency rooms. The first of its kind in the nation, the Weapons-Related Injury Surveillance System (WRISS) estimated 3,400 victims were treated for gun or knife assaults during 1994. This number was based upon the 662 gun shot wounds and 1,885 sharp instrument wounds. It should be noted that it is estimated that approximately one quarter of the injuries are unreported.

Teenagers and young adults, ages 15-24, had injury rate seven times higher than those of adults over the age of 24. The sharp increase in violent crime among juveniles since 1980 appears to be linked to the involvement of juveniles in the illegal drug trade and the availability of drugs.

The combined stabbing/shooting rate was highest in larger urban areas in cities with populations over 75,000. Communities with populations under 25,000 averaged 9.5 victims per 100,000 residents in contrast to populations over 75,000 which averaged 75 victims per 100,000 residents. The percentage of gunshot wounds to stab wounds also increased with the size of the community. In general, gunshot wounds are five to ten times more deadly than stab wounds; hence, the prominence of gun violence in the cities is a critical issue.

## *DRUG CRIME*

Consistent with the findings of the Office of National Drug Control Policy's 1995 report on "National Trends in Drug Abuse," Massachusetts Department of Public Health reported an increase in the use and availability of heroin and marijuana in 1994. Simultaneously, according to law enforcement and public health officials, cocaine use appears to have decreased. Set forth in the following sections is pertinent information on the current availability and use of the most prevalent illicit drugs and abused substances as compiled by the Drug Enforcement Administration (DEA) and the Massachusetts Department of Public Health.





## HEROIN

Massachusetts, along with other Northeastern states has shown an increase in heroin abusing clients accessing treatment. In other areas of the country, police report heroin use leveling off, but Massachusetts, Delaware, and Maryland law enforcement sources report use rising. Middle income adults and teenagers using the drug highlight the availability in non-urban areas. Several overdoses and recent deaths of high school and college students in the town of Amherst, Massachusetts illustrated this problem.

The number of emergency room episodes, treatment admissions, and arrest data, all substantiated the increase of heroin use. The Boston Police Department indicated users switching their drug of choice from cocaine to heroin because it provides a longer, less expensive high. The availability of heroin is widespread through local, small-scale networks making it relatively safe to purchase.

Although injection is the preferred method of administering heroin, smoking and snorting are also used because of the fear associated with needle use and HIV infection. Fentanyl, a synthetic opiate, is often mixed with heroin. The recent overdoses have been attributed to its resurgence in the Boston area.

Heroin continues to be readily available at extremely high street purity levels and lower cost. The DEA reported an average purity level of 75 percent, compared to 3 percent thirteen years ago. Quantitative analysis of heroin samples obtained in the greater Boston area has continued to exceed the national average. Furthermore, the price per ounce ranges from \$3,500 to \$8,000 and a bag will sell on the street for seven to fifteen dollars (70-90 percent purity).

Those who reportedly use heroin represent large portions of certain segments of the population in Massachusetts. The Department of Public Health reported the percentage of clients treated in the Boston area, who identified their drug of choice to be heroin, increased from 19 percent in 1992 to 29 percent in 1994. The average age of the clients was 34 years. More than 90 percent had an annual income below \$10,000 and 15 percent were homeless.

Sixty-eight percent of those seeking substance abuse treatment were between the ages of 30 and 49 compared to the average age of 26 for marijuana users. According to information gathered during treatment intakes, most heroin addicts used more than one illicit drug in the month prior to their admission. Reportedly, injections have remained the preferred manner of administering the drug. Although, intranasal use increased from 26 percent in 1993 to 29 percent in 1994, again supporting information that the street purity level is high.





## COCAINE

The use of cocaine and "crack" cocaine remains stable in urban areas and is available throughout the state. The DEA reported that the price of a gram of cocaine remains at \$90 per gram with 35 percent purity levels. Purchases of the drug in larger quantities have assured high purity levels. A kilogram, costing between \$17,000- \$34,000, may be between 60-91 percent pure. "Crack" cocaine can be purchased per gram with purity levels between 80-90 percent.

The number of emergency room episodes, clients in treatment for cocaine abuse, and drug arrests all indicate a decline in use. Arrests made by the Boston Police Department declined from 66 percent in 1992 to 54 percent of all controlled substances arrests in 1994. Clients who reported cocaine as their drug of choice dropped from 32 percent to 26 percent over the same period.

The preferred way to administer the drug is smoking. Multi-substance use is common with combinations of alcohol and marijuana.

The State Police and DEA officials report cocaine and crack are easily available, especially in urban areas. Crack is used more prevalent in urban areas such as Boston, Lowell, Springfield, and Worcester. The primary sources for cocaine in Massachusetts are Florida, New York, and Houston, with Mexico as the major transshipment center.

## MARIJUANA

Consistent with national trends, the use of marijuana in Massachusetts has risen slightly. The drug is easily accessible and used by a wide range of people of all ages and ethnic backgrounds.

The marijuana users, admitted for treatment, were generally younger (average age of 26) than heroin and cocaine users. They generally were male (81 percent), and unmarried (83 percent). In addition 35 percent had children. Approximately 10 percent had used cocaine in the month prior to admission and 41 percent had used alcohol. Almost 60 percent of those who reported drug use in the past month had used more than one illicit drug.

The primary sources are Mexico, Columbia, and Jamaica. Smugglers use the Maine coast as an entry point for vessels carrying large shipments (5,000-12,000 pounds) from the Caribbean. Smaller shipments, under fifty pounds, have been reported as being transported by plane from Arizona.

The price for marijuana remains stable at \$100-\$300 per ounce for commercial grade and \$240-\$300 for sinsimilla. Hashish, although rare, sells for \$100-\$250 per ounce.



## *STIMULANTS, DEPRESSANTS AND HALLUCINOGENS*

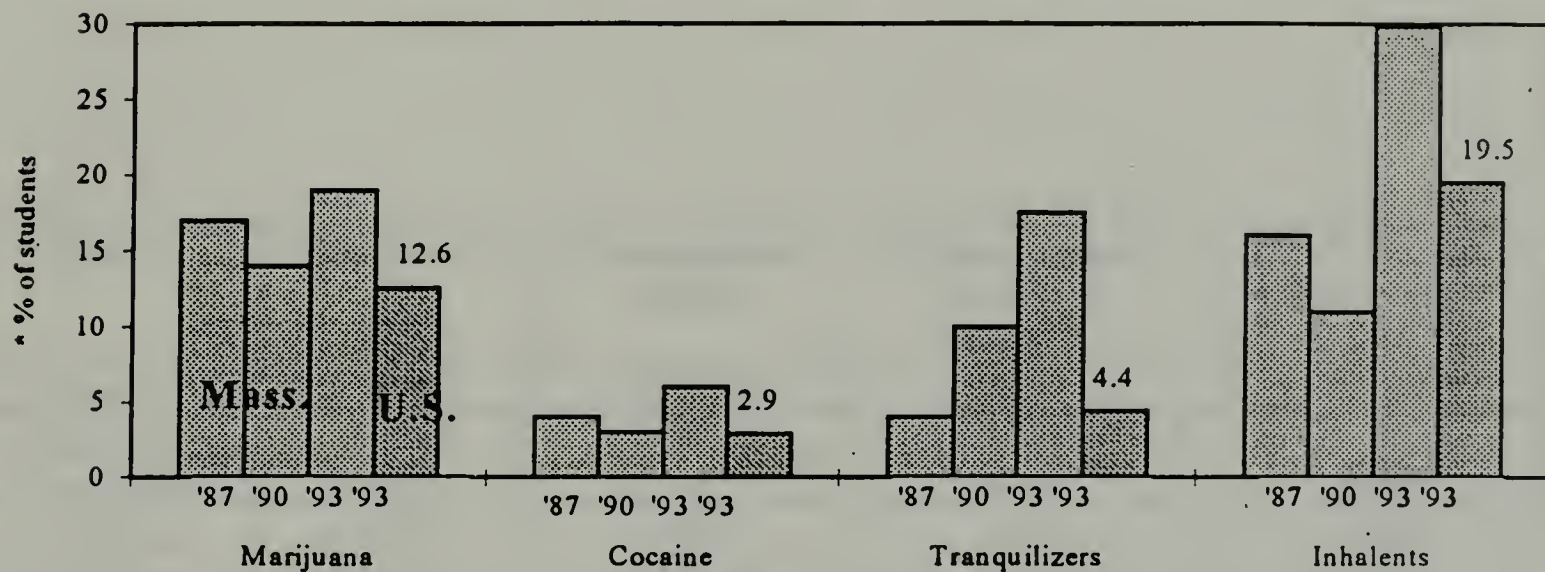
The Department of Public Health reported that less than 2 percent of all treatment admissions in the last half of 1994 had used amphetamines in the preceding month, and only 1 percent has used barbiturates or other sedatives. Emergency room data have shown a decrease in the use of depressants and stimulants in recent years. The only exception, reported by DEA, was the limited use of methamphetamine in college communities and by outlaw motorcycle gangs. Diverted pharmaceuticals (Xanax and Valium) are available. They are sold by dealers with connection to doctors who over-prescribe the drugs.

The most recognized form of lysergic acid diethylamide (LSD) in Massachusetts was the "blotter" type. This drug was primarily consumed by high school students. Law enforcement officials reported an increase in its use among the senior high school population. This trend was most evident in suburban areas where a recurrence of the 60's drug trends has become popular again. The major source seems to be California.





## Teen-age Drug Use in Massachusetts



Source: Drug Strategies, using numbers from the University of Michigan, Monitoring the Future Survey.

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<sup>1</sup> \* % of eight graders who reported ever trying a drug.





## AREAS OF GREATEST NEED IN MASSACHUSETTS

City	Population *	Crime Index per 100,000*	Weapon related wounds per 100,000**	% of juveniles Committed to DYS ***
Boston	556,724	9,678.82	146.1	22.0%
Brockton	89,904	6,585.90	155.2	3.5%
Cambridge	94,302	6,225.87	32.4	.09%
Chelsea	28,700	N/A	135.8	1.2%
Fall River	91,794	5,409.58	39.9	1.8%
Holyoke	43,704	N/A	91.5	3.6%
Lawrence	66,016	8,813.63	101.1	2.4%
Lowell	100,672	N/A	34.8	4.3%
Lynn	79,284	8,631.77	86.2	3.4%
New Bedford	97,694	4,775.84	83.1	2.1%
Revere	42,800	N/A	70.1	N/A
Somerville	72,881	4,160.49	43.3	N/A
Springfield	154,694	8,841.62	151.0	10.3%
Worcester	164,722	6,937.46	88.4	5.3%

Sources: \*FBI

\*\*Massachusetts Department of Public Health

\*\*\*Massachusetts Department of Youth Services

N/A=Not available



## STRATEGY GOALS

The Byrne Strategy will focus attention and funding priorities in the areas of youth violence prevention, systems improvements to the criminal justice records system, and the reduction of public fear of crime through a variety of community-based programs which emphasize such themes as zero tolerance and quality of life issues. A key component of all of new programs will be collaborative planning and implementation. In addition, treatment and prevention programs will be supported as will victims services projects.

### LAW ENFORCEMENT

- o Continuation of grants for community policing, neighborhood revitalization, multijurisdictional task forces, safe neighborhood initiatives, and priority prosecution of repeat felons and gang members. These programs are aimed at, among other goals, reducing street-level and domestic violence through the integration of community-based resources and citizen support, reducing drug and violent crime-related activities, reducing the availability of illicit controlled substances, and ensuring that serious offenders are promptly dealt with by the criminal justice system.

- o Introduction of new programs emphasizing quality of life improvements. Community involvement is a critical factor in this approach as residents must identify those issues which are most critical to them. Although some problems raised by citizens may not fall under the purview of traditional policing, police attention to residents' concerns can add to community satisfaction with police services and reduce their fears of crime. As residents turn to local law enforcement officials to assist in addressing specified quality of life issues, these officials, in turn, can work closely with other criminal justice agencies. There is clear evidence that this approach has worked.

- o Establishment of a statewide crime analysis reporting system to aid in targeting those areas of the state most in need.

### YOUTH VIOLENCE PREVENTION

- o Continuation of grants for a number of programs designed to reduce youth violence. Funds will continue to be provided to the Department of Youth Services (DYS) for various programs designed to enable DHS to better provide the continuum of services that it is seeking to offer the youth committed to it. These programs include the funding of both direct services as well as training DHS personnel and improving its infrastructure through such items as management information systems. A significant number of other juvenile justice programs will also be continued.





- o Introduction of programs designed to decrease the number of serious violent crimes committed by juveniles and young adults. These will focus on locally based efforts.

**MODERNIZATION AND IMPROVEMENT OF THE CRIMINAL JUSTICE  
INFORMATION SYSTEM**

- o Continuation of a number of programs designed to address deficiencies within the criminal justice information system.
- o Development at an accelerated rate of a computerized system of interface between all of the criminal justice agencies that maintain criminal records.
- o Development of the state's capacity for meeting requirements of project 2000 of the National Crime Information Center and the FBI Interstate Identification Index System. This will include, among other items, the expansion and updating of the automated fingerprint information system to allow fingerprint verification of all offenders in the criminal justice system. A key goal is to ensure that criminal records statewide are fingerprint supported. This will involve, among other items, improvement in fingerprint submission rates and more timely feedback of the State Identification Number (SID) to local police departments.
- o Support of a seamless statewide integrated voice data system which will provide voice and data channels of communication at all public safety entry points.
- o Development of a comprehensive statewide forensic services program. This will involve the upgrading of the management information system needed to enable the exchange of forensic information among states and local law enforcement officials. A goal is to track all forensic evidence through the Office of the Chief Medical Examiner and the statewide crime laboratory, which will enable cross-referencing with local police and prosecutors' offices. In addition, Massachusetts hopes to improve and increase the analysis of forensic evidence through the acquisition of state of the art forensic equipment and the training of personnel.



### RESOURCE NEEDS

#### COURTS

The enactment of court reform in 1992 allowed for the establishment of the office of the Chief Justice of the Trial Court for administration and management. This office has established effective management of the system and has clearly delineated authority over the administration of the trial court. Funding has been provided to develop a plan for computerization of the court system. Technological improvements are needed in order to better manage court dockets, finances, and oversight of criminals and suspects.

#### JUVENILE JUSTICE

Over 2,400 delinquent youth in Massachusetts are in the custody of the Department of Youth Services. These children need a multidisciplinary model for treatment. Alcohol and drug treatment services are integral to the agency mission of protecting public safety and rehabilitating youthful offenders. In addition, DYS is in need of more bed space in assessment, secure detention and treatment programs; additional community and regional caseworkers for youth who are monitored in the community; and additional substance abuse training to staff in secure treatment programs.

The Department of Youth Services is the Commonwealth's juvenile justice agency. Its mission is to protect the public, prevent crime and promote positive opportunities for juvenile offenders. This is accomplished by holding youth accountable for their behavior; assessing youth and providing an array of services based on individual need; and forging partnerships with the criminal justice system, the human service agencies, education and the community.

Each year in Massachusetts, there are approximately 21,000 juveniles arraigned in court on criminal charges. On any given day, there are more than 2,600 youth in the DYS custody. Approximately 200 of these youth are being held by the Department while they await trial. The remainder have been found delinquent of crimes and have been committed to the custody of DYS until their 18th birthday.

The Department's priority areas are: development and implementation of a comprehensive strategy to youth crime which incorporates restorative justice/community service into each juvenile's required programming; implementation of the Commonwealth's new gun law which requires a six month mandatory residential stay for any juvenile adjudicated delinquent on a gun offense; further development and redesign of the Department's risk/need assessment process for all committed juveniles; restoring the agency's training and staff development program; and upgrading and expanding the automated tracking system into all residential and non-residential programs.





## PROSECUTION

The District Attorneys' offices are independent agencies within the executive branch of state government. Each office not only prosecutes cases, but each district attorney, along with the Attorney General, has broad discretion in handling cases and engaging law enforcement to advance improvements in the criminal justice system. Specialized bureaus within each district attorney's jurisdictions would aid in offender prosecution and victim assistance. Child abuse units, drug and warrant task forces, elderly abuse and domestic violence programs, and also, repeat felon and white collar crime units are understaffed.

The escalation of violence by and between juvenile offenders requires the collaboration of the courts, schools, community and social service providers with the district attorneys to formulate strategies to address the problems at the local level. This partnership must work in partnership to decrease juvenile crime, violent behavior and substance abuse to preserve public safety and the quality of life.

## LAW ENFORCEMENT

In September 1994, the Programs Division conducted a survey on drug and crime problems to identify gaps in services and resource need for law enforcement agencies in the Commonwealth. Police executives were asked to rank programs that they believe to have the greatest impact on the problems of drugs and violence. The departments were also asked to rank the training programs that would be most helpful in addressing these problems.

The survey instrument showed the top six training needs were in descending order, domestic violence, street survival skills, community policing, patrol tactics, conflict resolution and mediation, sensitivity awareness.

Other needs were improvements in law enforcement information management and communication systems capabilities. Additional funding is essential to setting up comprehensive statewide communications systems for law enforcement agencies. Furthermore, the improvement in capabilities of a statewide computer based information system will allow law enforcement information systems in Massachusetts to be compatible with planned national systems such as NCIC 2000. Such improvement to an infrastructure would eliminate duplication of effort, and enable law enforcement to track an offender through the entire criminal justice system. Information would be available from investigation and arrest, to disposition of cases and location of incarceration.

The critical need for systems improvement was also shown in a subsequent survey of 351 local police departments and the Massachusetts State Police, conducted in the spring of 1995 by the Programs Division. Among other findings, the survey showed that a large number continue to lack even a personal computer and only about 10 percent of the 303 respondents had mobile computing devices.





## CURRENT EFFORTS

This section describes the current effort of the FY 1995 Strategy. All programs receiving formula funds are listed with their goals, objectives, and achievements.

### YOUTH VIOLENCE REDUCTION

#### Department of Youth Services Substance Abuse Treatment/ Training the Trainer

The program trained staff within the residential and community programs to provide alcohol and drug education, assessments, individual and group therapy, family support, and discharge recommendations for the DYS juvenile population.

Number of Sites: One

#### Goals and Objectives:

- To have the trainers become certified Alcohol and Drug Counselors;
- To leave two qualified substance abuse specialists in each of the six programs;
- To train the DYS staff on how to construct lesson plans, DYS policies and record keeping requirements;
- To provide substance abuse assessments, individual and group treatment, family support, discharge and aftercare planning for the juvenile population.

#### Achievements:

The project trained 357 DYS staff in substance abuse treatment; 234 at the central training facility and 123 at the 5 area offices. Of the 506 youth receiving substance abuse services, 378 completed their courses of treatment. The average length of stay was 101 days. A full assessment was completed on 312 youths using the Personal Experience Screening Questionnaire.

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#### Massachusetts National Guard Youth Conservation Corp.

This is a program that targets high school dropouts and brings them into a military atmosphere to receive instructions so that they can pass the General Equivalency Diploma (GED) Exam and, at the same time, learn how to lead more productive lives, and also live drug and violence free.

Number of Sites: One



### Goals and Objectives:

- To have the youth that participate in the program obtain their GED;
- To broaden the youths' understanding of how substance abuse adversely affects reasoning power and the ability to function as a productive citizen;
- Provide alternatives to gang lifestyles and the opportunity to explore a value system that promotes responsible citizenship;
- To develop the students' skills in risk assessment and decision making, leadership skills and role model training, and help them to develop better self esteem, self confidence and self discipline.

### Achievements:

During the first year of the program (Summer 1994), 41 students completed Phase I of the program, of which 83 percent received their General Equivalency Diploma. Two more students obtained the GED in the Phase II part of the program. More than half of the graduates found employment and three of the graduates enrolled in college.

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### Office of the Attorney General. Student Conflict Resolution Experts (SCORE)

Working with the Office of the Attorney General, the SCORE project promotes the use of student mediation to reduce violent conflict in Massachusetts schools.

Number of Sites: Five

### Goals and Objectives:

To provide youth with positive alternative to violence for resolving disputes;

- To reduce and prevent violent conflict in schools and introduce new ways of handling conflict;
- To promote respect for differences and improve the self esteem in youth;
- To train youth as mediators with a set of principles and skills for peacefully resolving the conflicts of their peers;
- To provide youth involved in conflicts with the opportunity to make their own decisions about how to end the conflict.





**Achievements:**

The SCORE program, carried out 20-25 hours of basic training for new students and advanced mediation training for existing student mediators. Over the past two years, 595 referrals were made to the program. Of those, 407 cases were mediated and 394 of those resulted in a settlement; (97 percent settlement rate for disputes). Student mediators were engaged in classroom presentations, workshop presentations for outside organizations and after-school mediation programs.

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**Boston Community Centers  
Deterring Girls From Gangs**

Boston Community Centers offered a holistic approach to addressing the various support needs of young women in Boston through two programs: the Shelburne Uniques and Ladies in Full Effect. These programs operated out of two community centers in Boston.

**Number of Sites:** Two

**Goals and Objectives:**

- To assist adolescent young women to lead safe and healthy lives by avoiding substance abuse and gang participation;
- To provide safe and constructive activities for adolescent young women as an alternative to gang involvement;
- To assist young women to develop the skills needed to manage the stresses of adolescence and daily life;
- To increase the participants' awareness of the following: violence prevention, sexuality and reproduction, health care and maintenance, substance abuse and its consequences, STD's and HIV/AIDS, self esteem, gender roles/stereotyping, vocational options and other related topics.

**Achievements:**

The two programs carried out many different workshops, community service activities, lectures and field trips. Many of the young women had the chance to work as camp counselors and support staff for local summer camps. These activities helped them to set positive goals in their lives and to learn how to make positive decisions about themselves. The programs were able to elicit parental support and volunteer help.



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**The Flaschner Institute**  
**Making the Most of Executive Branch Agencies -**

Project activities are designed to improve the communication and cooperation between the juvenile court and the executive branch agencies that work closely with the courts.

Number of Sites: One

**Goals and Objectives:**

- To improve the juvenile court's ability to access services from executive branch agencies by connecting local juvenile court judges, essential court personnel, and the area directors of participating executive branch agencies.
- To assist the Massachusetts Juvenile Court in its statewide expansion efforts by fostering better communication and collaboration on a regional basis between the court and the executive branch agencies that provide child and family services to the court.
- To enhance the delivery of a child and family services in the Juvenile Court proceedings in both routine cases and the more difficult "multi-agency" cases in which two or more agencies share responsibility for such services.
- To familiarize local Juvenile Court Judges and other essential personnel with the community services for juveniles and families offered by the respective Executive Branch Agencies that are unique to each locality and that match the mission and statutory responsibilities.

**Achievements:**

This is a newly funded project. A final report, including a summary of the evaluations, will be submitted by July 31, 1996.

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**Department of Youth Services - Restoring Integrity -**

This project identifies and implements effective treatment strategies to prevent the occurrence of violent delinquent behavior.

Number of Sites: One

**Goals and Objectives:**

- To restore the integrity of the juvenile justice system and to redirect treatment services to respond more effectively to a violent offender population.
- To treat serious violent delinquents and ensure public safety.





- To expand and improve DYS's automated management information system.
- To intensively train direct treatment staff and service providers through the development of training standards for all direct service personnel.

**Achievements:**

A draft automation plan for DYS has been completed. Thirty staff members were trained in "Institutional Theory in Practice." The National Institute of Corrections has been closely involved in developing the trainer standards program.

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**Department of Youth Services  
Roxbury Youthworks, Inc.-Enhanced Outreach Program**

This project pilots structured mid-evening activities for 16-17 youthful offenders returning to the community from secure treatment, augments individualized treatment with structured outreach, and provides assistance to the parents of those youth.

**Number of Sites: One**

**Goals and Objectives:**

- To ensure successful transition of adjudicated youth from secure residential treatment back to their community and to improve the behavior and development of youth under judicial supervision through outreach and involvement of parents and families.
- To implement activities which establish trust, build relationships and foster affinity between youth and staff.
- To outreach to parents, identify family needs and integrate services for youth with family involvement.

**Achievements:**

This is a newly funded program. Results are yet to be determined.



Department of Youth Services  
Mo Vaughn Youth Development Project

This project is designed to promote the positive development of inner-city youth through education, inspiration, and advocacy.

Number of Sites: One

Goals and Objectives:

- To provide an opportunity for youth to participate in a transformation process that will address their exceptional needs, maximize their development, and enhance their learning ability.
- To administer a comprehensive scope of services through the after-school program that will include education, enhancement, counseling, mentoring, referrals, and workshops to approximately 25-30 inner-city youth, ages 13-16.

Achievements:

This is a newly funded project. Results are yet to be determined.

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Lenox Police Department  
The Massachusetts Police Explorer Academy

This project promotes the development of positive self-esteem and educates youth about the consequences of violent behavior, and substance abuse. Project activities encourage youth to adopt the concept and practice of "team building".

Number of Sites: One

Goals and Objectives:

- To conduct a violence and substance abuse prevention model for one week, to students across the state. All services are provided by the Massachusetts Police Explorer Academy, which combines academic and physical skills for youth.
- To support prevention measures for youth against violence and substance abuse.
- To develop self-esteem and education in the areas of violence, substance abuse, sex education and team building.
- To consider alternatives to criminal activity by becoming aware of its consequences.
- To develop positive reinforcement towards proper behavior patterns in order to minimize the risk factors of juvenile delinquent acts of violence.





**Achievements:**

The one-week academy was completed in August, 1995. The project has been successful in delivering the means for positive reinforcement to youth, how to avoid violent behavior and substance abuse and how to avoid violent behavior and substance abuse and how to interact successfully with their peers. An initial survey was administered by the project, to youth, at the onset of the project.

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**Bristol County District Attorney's Office  
Adolescent Intervention and Diversion Program**

The program identified at-risk first time juvenile offenders who are diverted to an eight week counseling and education program.

**Number of Sites:** Four

**Goals and Objectives:**

- To provide alternative, non-judicial processing of first-time juvenile offenders;
- To provide the support, training and positive role models that youth need to deter future criminal behavior;
- To teach non-violent conflict resolution and life skills including: substance abuse prevention, work force skills, civility, and respect;
- To reduce the juvenile recidivism rate in Bristol County.

**Achievements:**

One hundred and sixty juvenile offenders were identified to participate in the project. The eight week course was more intensive than the program held last year and was provided by outside agencies in the program's third year. During the period February through July 1995, the program serviced approximately 50 individuals with 30 of those completing the program.



**City of Newton  
People to People - Choices Program**

The People to People organization reaches out to incarcerated and at-risk females in an effort to help them work through the process of developing self worth and make healthy choices for themselves.

**Number of Sites:** One

**Goals and Objectives:**

- To empower incarcerated and at-risk females to advocate for themselves;
- To initiate connections that encourage and support their development toward self-determination;
- To bring females from Department of Youth Services (DYS) facilities to Massachusetts Correctional Institution (MCI) Framingham to meet and talk to female inmates about life choices and expose them to the prison setting;
- To expose the DYS females to women inmates, and teach the youth to make choices that lead to a more fulfilling and productive life.

**Achievements:**

The People to People program continued with the Choices Program this year and was able to bring young women from at least three of the DYS facilities to MCI Framingham. The DYS females were able to meet and talk with the inmates.

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**Eastern District Attorney's Office  
Justice for Juveniles Program**

The program consisted of two Youth Violence Action Teams. Each team consisted of two assistant district attorneys specializing in juvenile and youth matters, a violence prevention specialist, a victim/witness advocate, a juvenile coordinator, and a secretary. Each of the two teams covered half of Essex County.

**Number of Sites:** One

**Goals and Objectives:**

- To reduce incidents of violence by bringing the police, schools and community in as partners with the District Attorney's Office to help strategically make the schools and communities safe for youth to become educated and ultimately be able to prosper as functioning and productive members of society;





- To establish priority prosecution for serious and repeat juvenile offenders for a quicker resolution to court cases and to provide specialists available to evaluate the appropriateness of transfer hearings;
- To expand the Juvenile Diversion Model to include preventative post-complaint alternatives for certain first- time youth offenders;
- To coordinate a crisis intervention team to help manage the short and long term effects upon the school and community members when youth were the victims or perpetrators of violence;
- To enhance the interaction and dialogue between the police and school personnel, and when necessary, include a social service representative and a court representative.

**Achievements:**

For the calendar year 1994, the Juvenile Diversion Program diverted 737 juvenile and youthful offenders away from the court and into counseling and education programs. Guidelines were set for the different offenses committed so that the specific cases could be dealt with uniformly. The program established contacts with many different agencies to maximize the types of services used for education and counseling of the diverted youthful offenders.

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**Middlesex District Attorney's Office  
Community Based Justice Program**

The program was designed to target the serious escalation of violence by and between juvenile, and other young offenders by coordinating different areas of the criminal justice system and providing a comprehensive way of dealing with, and focusing on the offender.

**Number of Sites:** 47

**Goals and Objectives:**

- To expand the four task forces to any community in Middlesex county that wants to participate;
- To continue to identify and expedite the court process with the priority prosecution of the youthful offender;
- To continue with the sharing of information between representatives and their agencies who deal with youth in trouble, such as: schools, police, prosecutors, probation officers, youth and social service professionals, and community members;



- To focus the criminal justice system on the offender and not the offense, with the idea of providing violence prevention programs to deter the offender from future anti-social activity and increasingly serious sanctions for repeat offenders.

**Achievements:**

The Community Based Justice Program was able to expand into 47 communities within Middlesex County. This represented an 87 percent participation rate for the communities in the County. The three Assistant District Attorneys in charge of the programs in Lowell, Cambridge and Malden chaired 47 weekly meetings that helped to coordinate the efforts of the Community Based Justice Programs throughout the county with various criminal justice agencies. These meetings helped to dispense pertinent information and to provide legislative updates.

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**LAW ENFORCEMENT**

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**Massachusetts State Police  
Support Services Program**

The Massachusetts Buy Program was designed to support local law enforcement agencies with short term financial support for criminal investigations of illegal narcotics activity.

**Number of Sites:** One

**Goals and Objectives:**

- To provide agencies with money to develop informants, provide limited expenses for undercover operations and to purchase small amounts of narcotics in order to control illegal activity and gather information about the sources of the narcotics;
- To assist other law enforcement agencies by developing information concerning the larger sources of illegal narcotics, and then disseminate the information to the local towns and/or area task forces;
- To enhance the exchange of criminal information between law enforcement agencies and to contact the State Police Criminal Information Section to search for information that other departments might have provided;
- To provide information that can be analyzed, and used to direct law enforcement efforts.

**Achievements:**

Funding was supplied to support 64 investigations of street level narcotics activity. For the 64 investigations, there were 383 suspects of which 313 were male and 70 were female. The following arrests were made: 921 for possession, 719 for sales, 209 for the use of drugs and 1 for transportation. The number of arrests for this





period represents an over 200% increase over the previous year's achievements despite level funding. There was an increase in seizures of narcotics: cocaine, by 367 grams; marijuana, by 621 oz.; heroin, by 88 grams, and crack, by 100 grams.

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### **Multijurisdictional Task Forces**

Funding that supported multijurisdictional task forces worked to curb drug trafficking and violent crime by combining the resources of area police departments that exceed jurisdictional boundaries for investigations of such crimes.

**Number of Sites:** 16

#### **Goals and Objectives:**

- To disrupt the flow and availability of narcotics through the establishment and operation of multijurisdictional drug task forces;
- To help each task force to coordinate their resources more effectively;
- To expand a regional network of drug activity information and intelligence that can be shared among the agencies involved;
- To help the task forces to share information across jurisdictions with other local, state and federal agencies when necessary;
- To work in cooperation with other law enforcement agencies on cases that cross jurisdictional boundaries.

#### **Achievements:**

The 16 multijurisdictional task forces have in the first two quarters of their operation in fiscal year 1995: seized \$1,159,382 in cash, and personal property; forfeited \$232,604 of cash and property; issued 208 search warrants; executed 201 of those search warrants; had 339 arrests resulting from the execution of the search warrants; and seized 190 weapons, of which 55 were handguns. The task forces were also responsible for 823 arrests for possession of a controlled substance, 394 arrests for possession with the intent to sell, 222 arrests for distribution of a controlled substance, and 123 arrests for trafficking of a controlled substance. The task forces were also able to seize drugs and other controlled substances, and worked with other local, state, and federal agencies in order to share information and coordinate their resources more effectively.

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### **Boston Police Department Anti-Gang Violence Unit**

Funding supported the Boston Police Department's most successful multijurisdictional task force, which worked to control, disrupt, and decrease violent behavior associated with gangs.



**Number of Sites:** One

**Goals and Objectives:**

- To disrupt the organizational structure of gang-involved criminals and reduce the anti-social behavior of gangs through directed and neighborhood based policing;
- To continue the practice of coordinated, directed patrol activity and intelligence sharing;
- To target prosecutions among several relevant law enforcement and prosecutorial entities who are ongoing participants with the unit;
- To disrupt drug distribution systems through arrest, prosecution, and incarceration of key offenders, and seize the assets and resources used to support those criminal enterprises;
- To continue with the development and enhancement of the gang intelligence database to further enhance the information sharing among other police departments.

**Achievements:**

In May, 1995, Boston consolidated two of its most successful task forces. The Anti Gang Violence Unit and the Youth Violence Strike Force were united to control gang related violence related to drug trafficking disputes. From January 1995 through June 30, 1995, the Anti Gang Violence Unit: made 275 drug arrests, 299 warrant arrests, 16 violent crime arrests, 32 firearm arrests, seized 33 firearms, and cleared 389 warrants. The unit maintained the most extensive computerized gang/youth intelligence files in the region with over 20,000 entries. Between October 1, 1994 and June 30, 1995 a total of 2,069 people were stopped and questioned by officers in the field.

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**Community Policing/Neighborhood Revitalization**

Local police departments applied funding to law enforcement efforts to reduce crime and improve the quality of life in neighborhoods. Community policing includes a wide range of initiatives devoted to establishing partnerships and creative problem-solving between police officers, residents, merchants, civic leaders and others working in a community context.

**Number of Sites:** 26

**Goals and Objectives:**

- To form community-police partnerships;





- To integrate multiple resources;
- To reduce crime and fear of crime;
- To improve the quality of life of citizens

**Achievements:**

Law Enforcement. Officers worked with other agencies in multijurisdictional drug raids in targeted areas; abandoned buildings, once used for drug sales, were boarded up or demolished; officers worked with landlords to evict drug selling tenants from their apartments; and hotlines were established where community residents could anonymously call in tips about drug dealing and other illegitimate activities.

Facilitating Community Partnerships. Foot patrol and bike patrol tactics were started to facilitate greater contact with the community; police substations were opened in several jurisdictions; police took the time to locate and introduce themselves to all legitimate merchants to offer assistance; officers procured business cards and beepers to allow residents to reach them on a regular basis; newspapers, local cable television and newsletters were used to foster communication with the community; civilian academies and ride along programs were started to promote better relations and inform residents about the nature of police work.

Crime Prevention. Police established crime prevention programs, such as Operation ID or special training for the elderly, within their designated areas; officers were stationed in schools to establish specialized programs designed to reduce violence and substance abuse and foster cooperation; officers helped to form new crime prevention groups such as Neighborhood Watch, or assisted in steering new members to already existing groups; athletic leagues were started; public schools opened at night and on weekends so that gyms and fields were be used by neighborhood kids; and solutions were developed with city or town agencies to reduce high risk crime areas, including closed-circuit television, increased lighting and tree trimming;

Other Activities. Officers worked with area businesses to offer part-time jobs to kids, to reduce idle time and give youth something meaningful to accomplish; officers helped to develop curriculum in high schools for students, which included discussion of dating violence and substance abuse; officers worked with other public agencies to repaint areas affected by graffiti; officers worked with private individuals to create community centers where children could go and play; officers established teen dances and a program for youth to distribute food supplies to elderly persons; officers worked on starting summer camp programs for youths; officers collaborated on establishing mentoring programs for high-risk kids referred by the probation department; and parks which were unusable due to vandalism were cleaned up and repaired due to cooperation with the Department of Public Works in several sites.



**Norfolk County District Attorneys  
Repeat Felon Escalating Sentencing Project**

This program created a specialized unit within the prosecutor's office to handle repeat felon cases. The unit pursued speedy case disposition, conviction without plea bargaining, and enhanced sentencing for felons, utilizing the state's current criminal code, and based on their prior record.

Number of Sites: One

**Goals and Objectives:**

- To determine, in part, why the present criminal justice system is not working;
- To incarcerate violent, repetitive felons for meaningful periods of time;
- To protect the public from violent, repetitive felons who have shown through their past behavior that they present a danger to the public;
- To educate and train young police officers to understand the importance of their role in the preparation of cases;
- To develop recommendations for improving the criminal justice system as it now exists.

**Achievements:**

One hundred and six cases had been handled by the Repeat Felon Program as of April 15, 1996. Over half (54) were still pending. The grantee has expressed concern about the lack of severity in sentencing. The grantee has speculated that superior court judges are reluctant to follow enhanced sentencing recommendations made by the unit, believing that cases are more appropriate for the district court.

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**Office of the Attorney General  
Safe Neighborhood Initiative**

The overall mission of the Safe Neighborhood Initiative (SNI) was to bring law enforcement and community organizations together in a coordinated way that assisted in revitalizing a neighborhood plagued by a variety of social problems.

Number of Sites: One





**Goals and Objectives:**

- To introduce increased law enforcement and expedited prosecution of major felonies, career criminals, gang related violence, drug distribution as well as other crimes which had a direct impact upon neighborhood quality of life in a target area;
- To work closely with court probation departments, the Department of Youth Services, the Massachusetts Parole Board, and the Department of Immigration and Naturalization Services to remove law violators from the target area;
- To target particular trouble spots within the target area which was experiencing a proliferation of narcotic and weapon offenses and violent crime;
- To enhance the levels of communication between police, prosecutors and neighborhood residents and to encourage the residents to assist the police and prosecutors in court proceedings;
- To improve the economic stability of the businesses in the target areas through capital acquisition and business education.

**Achievements:**

All of the Safe Neighborhood Initiative's fifteen components were active in carrying out their individual goals and objectives. Some highlights were as follows: 1) the program was supported from top government officials; 2) committed staff were able to develop a rapport with community residents; 3) program established forums like the Advisory Council, which served to empower neighborhood residents; 4) a senior police official was dedicated to working as an equal partner with citizen groups; 5) a close cooperative relationship was developed between the police and community residents to identify problems and to find effective solutions; 6) a mutual trust was established and maintained as an integral part of the partnership; 7) a strong alliance between participating agencies and community residents has been developed with a shared commitment and responsibility to improve the economic and social fabric of the community.

Some highlights of the selected programs included the prosecution unit screened approximately 775 arrests and were able to expedite 31 defendants to go directly to the Superior Court for prosecution. The program for Children and Families Who Witness Violence conducted two eight week trainings and provided services for 41 children and their families, and training for community groups and service providers. The Abandoned Properties Project identified six abandoned properties and have been working to have them repaired by the owners so that they will be available for safe, affordable housing.



**Suffolk District Attorney's Office  
East Boston Safe Neighborhood Initiative**

The initiative was designed to involve the key law enforcement agencies, city agencies, businesses, social service providers, and residents in strategic planning and activities to increase the sense of security in targeted areas.

**Number of Sites:** One

**Goals and Objectives:**

- To reduce crime and the perceptions of crime in the target area;
- To provide the opportunity for community input into law enforcement activities;
- To create an alternative dispute resolution program to ease the burden on the courts;
- To initiate targeted prosecutions in selected cases to promptly bring them to a resolution;
- To establish a peer worker program to provide an outlet for youth;
- To coordinate the law enforcement effort of the numerous agencies that had jurisdiction in the targeted area.

**Achievements:**

An advisory council of community representatives was established to relay the neighborhood's concern to the law enforcement community. A steering committee of law enforcement agencies was also established. The steering committee facilitated the coordination of law enforcement efforts, which contributed tremendously to sweeps carried out in the targeted area. These sweeps focused on quality of life offenses that were identified as priorities by the community. An assistant district attorney was assigned to track and prosecute cases arising from the area, and a youth worker was also hired to coordinate youth summer activities. All of these efforts resulted in a noticeable decrease in the area's criminal activity and has heightened the perception of an increased police presence. Of particular note is the 17.9% reduction in crime in the target area and the 18.3% reduction in the Maverick Housing Development. In 1995, a total of 263 cases were prosecuted with 39 cases pending at the close of the year.





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**Cambridge Police Department  
Operation Safe Home**

This project provided an integrated response system to domestic violence and abuse utilizing a standard approach by police officers and formally linking the police department with the community.

**Number of Sites:** One

**Goals and Objectives:**

- To conduct surveys which evaluate the current services available, the progress made in combating family violence in the community, and assessing the needs of the community and individual needs;
- To conduct additional trainings with an emphasis on case scenarios;
- To educate the citizens and increase public awareness on domestic violence issues;
- To continue community outreach efforts by making presentations, participating in a domestic violence task force and roundtable, and airing a series of public service announcements on the local cable television network as well as publishing them in the local newspapers;
- To expand the current database to record not only arrest and incident information, but restraining orders and offender profiles as well.

**Achievements:**

A database has been created for entering and maintaining information on domestic violence cases, including expired restraining orders dating back to 1991. The Domestic Violence Unit has been involved in a variety of projects intended to impact community awareness. Activities included speaking engagements and participation in community based meetings, roundtables, and task forces. The unit continued to install personal alarms in homes and places of employment to increase access to police. Verbal feedback from the women utilizing the alarms was positive and claimed to promote increased self sufficiency. Six alarms have been installed.

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**Suffolk County District Attorney's Office  
Roxbury Court Family Violence Project**

This project was a cooperative effort between the Roxbury District Court and the Suffolk County District Attorney's Office to improve the prosecutorial response to domestic violence victims, the judicial response to domestic violence court case



management, and to increase the community resources available to victims of these crimes.

**Number of Sites:** One

**Goals and Objectives:**

- To "Fast Track" priority prosecutions for repeat batterers;
- To enhance the working relationship between the judges and the District Attorney's domestic violence staff in the Roxbury District Court;
- To increase the accessibility of the Suffolk County District Attorney's Office, the courts and community services to the victims of family violence through advanced training of assistant district attorney's, advocates and police, priority prosecution of repeat batterers, a better publicized and more task-oriented roundtable, and community outreach.

**Achievements:**

The Domestic Violence Prosecutor and the Domestic Violence Victim-Witness Advocate have met the challenges presented by the Roxbury Court by developing creative prosecution and victim outreach strategies to increase the numbers of victims who were willing to pursue their cases in court.

In the Summer of 1994, an advanced domestic violence training was conducted for all assistant district attorney' and victim/witness advocates in the Roxbury District Court. Advanced training provided the prosecutors with legal tools to proceed with cases without the victim's cooperation when that becomes necessary or unavoidable.

The Roxbury Domestic Violence Roundtable was well-publicized, resulting in a great deal of community interest. To develop and maintain this positive community contact, the project conducted police department trainings, elementary and secondary school workshops, and community domestic violence forums.





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SYSTEM IMPROVEMENT

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**Massachusetts State Police Division of Investigation and Intelligence (DII)  
Violent Crime Response Unit**

The Violent Crime Response Unit, an ongoing task force, is equipped and trained to assist state and local detective units to investigate complex violent crimes or other serious incidents that occur in the state.

**Number of Sites:** One

**Goals and Objectives:**

- To establish a multi-disciplined investigative team to respond to serious violent crimes in order to assist other agencies with complex and protracted investigations of violent crime;
- To coordinate investigative activity among State Police units and other investigative units to increase the likelihood that those responsible for the commission of violent offenses are apprehended and properly prosecuted;
- To establish a comprehensive investigative lead management system which can be used by state police units and other criminal justice agencies to more effectively perform their duties and investigate crimes;
- To refine investigative software developed by a specialized Task Force organized around a child abduction case and make it available to other agencies.

**Achievements:**

The unit helped investigators with many cases across the state. They have consistently helped with the Lent case in Pittsfield, and the investigation of the John Salvi abortion clinic murders and assaults. They set up both a gang database and also an abortion clinic intelligence database to track violent incidences and threats. The Violent Crime Response Unit was called in to help the Springfield Police with a increase in the areas gang violence. In addition, they assisted investigation of a self-proclaimed serial murderer, and the creation of the Boston Major Case Unit which coordinates investigations between the Boston Police Department and the State Police that are located in the city of Boston.

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**Massachusetts State Police  
Division of Investigation & Intelligence Systems Improvement**

Funding for this division of the State Police allowed them to refurbish and improve the storage and management capability of its crime intelligence information system.



This provided for expanded access of the crime intelligence system to state and local police users to improve investigation efforts.

**Number of Sites:** One

**Goals and Objectives:**

- To establish a comprehensive case management and intelligence system which can be used by State Police units and other law enforcement and criminal justice agencies to more effectively investigate crimes and exchange information;
- To coordinate investigate activities among State Police units and other agencies to increase the likelihood that those responsible for the commission of crimes are identified, apprehended and successfully prosecuted, thus reducing the amount of future violent crime by the incarceration of violent offenders;
- To eliminate duplication of effort during multi-jurisdictional criminal investigations while simultaneously improving the completeness, accuracy and reliability of the criminal justice information;
- To replace CJIS terminals with information systems compatible with the requirements of NCIC 2000.

**Achievements:**

A foundation for an operational DII information system was laid. First, a full needs assessment was completed. Second, necessary software and hardware were purchased, and the system was expected to be in place at pilot locations shortly. Training of personnel was undertaken on a limited basis.

Finally, the DII established a LAN to LAN local area network connection with the Criminal Justice Information System CJIS. Workstations were configured to allow for file transfer between CJIS and the DII. This facilitated the goal of meeting NCIC 2000 standards.

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**Massachusetts State Police  
State Homicide Tracking System**

This program, modeled after the FBI's Violent Crime and Apprehension Program (VICAP), the State Homicide Offender Tracking (SHOT) assisted the State Police and local agencies in the investigation of murder and other serious crimes. The data base contained solved and unsolved homicides, missing persons, unidentified bodies, abductions and other serious offenses. This allowed investigators to link similar offenses across different jurisdictions, assisting officers in the detection and apprehension of serial violent offenders.

**Number of Sites:** One





**Goals and Objectives:**

- To develop a statewide criminal intelligence sharing model that met the needs of police agencies in Massachusetts;
- To disseminate information across a multi-jurisdictional area;
- To develop a homicide tracking system to assist federal, state and local investigators.

**Achievements:**

The foundation for the State Homicide Offender Tracking was laid. Members of the State Police met with the Federal Bureau of Investigation to learn about their seminal Violent Criminal Apprehension Program VICAP, and other state sites which have established similar systems (New York & Washington). This information was used to refine plans for SHOT in Massachusetts.

A model data collection form was created for homicide investigators to fill out and submit to the SHOT during an active case. Software developers created a computerized data entry form to facilitate record collection. In addition, the program was developed to transmit and receive information electronically, particularly across state jurisdictions, something that some existing homicide tracking systems do not currently perform.

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**Massachusetts State Police  
Hot Spot Crime Mapping**

This program used geographical software to conduct sophisticated mapping and analysis of crime. In particular, analysis of high crime areas or "hot spots" were provided as an aid for state police and local department investigations.

**Number of Sites:** One

**Goals and Objectives:**

- To adopt the concept of computer mapping to the State Police crime analysis function;
- To implement data input procedures from three regions of the state during the first year of the project;
- To produce high quality data analysis for participating law enforcement entities, providing mapping reports which are timely and practical;



- To produce crime analysis reports for at least 10 police units or departments during the first year.

#### Achievements:

During the FY94, the project members assisted in training officers to use mapping software and established a resource library of law enforcement uses of mapping across the country. Several arrest and suspect data bases were developed from paper records for in mapping.

The program has assisted district attorney offices, local police departments and the State Police to produce maps of burglary problem, domestic violence incidents, and other criminal activity. Maps were also used to document the type of police agencies which exist in certain geographic locations across the state.

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#### Office of the Commissioner of Probation Systems Improvement

This project provided computer equipment necessary to link two presently separated information sources in the criminal records system: the fingerprint supported SID (State Identification) number and the PCF (Probation Central File) number. This facilitated the state's progression toward the fingerprint supported criminal records system required for participation in FBI's III program.

Number of Sites: One

#### Goals and Objectives:

- To carry out recommendations of the Task Force on Criminal Record Improvement;
- To increase the ability of the CJIS system to connect internal and external computer systems;
- To establish an electronic interface between the CJIS and Trial Courts computers;
- To create a fingerprint supported Computerized Criminal History System;
- To progress in meeting FBI standards of NCIC 2000, III, and NIBRS.

#### Achievements:

The necessary equipment for the project was purchased and preliminary discussion about the information was exchanged. The processing platform needs to be a place which will allow PCF probation data to be linked to CJIS arrest, corrections, parole





and firearms data. In addition, the equipment will allow for electronic exchange of information between the Trial Court computer network and the Criminal History Systems Board.

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**Massachusetts Bay Transit Authority (MBTA)  
System Improvement**

This project provided for modernization of the MBTA Police Department computerized information system to facilitate their participation in the State's Criminal History Records Improvement Program and meet federal standards for NCIC 2000, FBI III and NIBRS.

**Number of Sites:** One

**Goals and Objectives:**

- To increase the ability of the CJIS system to connect internal and external computer systems;
- To improve retrieval of information in the dispatch system;
- To progress in meeting FBI standards of NCIC 2000, III, and NIBRS.

**Achievements:**

Three mobile data terminals were purchased for police cruisers, allowing for direct access by officers to information systems. This decreased the number of calls to the dispatcher to run checks. Eight digital recording units were purchased allowing the MBTA to immediately playback calls for service and to discern information which was lost due to poor communication. Twenty personal computers were purchased for the MBTA information system. These replaced old units which did not meet NCIC 2000 standards, and allowed staff to process increased information more rapidly.

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**Criminal History Systems Board  
System Improvement**

This project facilitated the State's overall goal to have a fingerprinted-supported, integrated criminal justice information system (CJIS). This will allow Massachusetts to fully comply with NCIC 2000 standards.

**Number of Sites:** One

**Goals and Objectives:**



- To expand point of arrest pilot project technology to additional sites;
- To re-engineer CJIS software to comply with NCIC 2000 standards;
- To facilitate the electronic exchange of firearms information among criminal justice agencies via the CJIS infrastructure;
- To improve the integration of victim/witness information with computerized criminal history files through central automation of this information;

### Achievements:

The internal infrastructure and communications technology of the CJIS and CHSB systems were overhauled, allowing for rapid connection and transfer of information from outside sites. In addition, a fully operational victim certifications data base was developed, with the input from a newly created victims services unit. This allowed for timely notifications to victims and witnesses of the impending release or parole dates of criminal offenders.

The foundation for a pilot study of automated firearms records by the Mitre Corporation has been laid. Moreover, point of arrest technology will be transferred to 50 additional sites shortly. Backlogs and gaps in information, as well as needs of criminal justice agencies, continue to be identified and addressed to facilitate the goal of an integrated and fingerprint supported criminal records system.

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### Local Police Departments Systems Improvement

This program improved the criminal record information systems of local police departments and enhanced their capacity to provide accurate and timely information.

Number of Sites: 10

### Goals and Objectives:

- To carry out the recommendations of the on Criminal Record Improvement Task Force for local agencies;
- To increase the ability of the CJIS system to connect internal and external computer systems with local systems;
- To help local criminal justice agencies to meet FBI standards of NCIC 2000, III, and NIBRS.





**Achievements:**

Funding was used to towards the purchase of various computer related items. Several towns who previously had limited computer capabilities purchased computer hardware and software upgrades enabling them to perform data analysis and other necessary tasks. Eight departments purchased equipment supporting mobile computing, including laptop computers and mobile data terminals. Funds were also used to acquire fax machines and printers, thus increasing the departments communication abilities.



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PREVENTION

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Northwestern District Attorney's Office  
Triad Program

The primary goal of the Triad Program is to reduce the criminal victimization of elder citizens and to improve delivery of law enforcement services to elders.

Number of Sites: thirty-three

Goals and Objectives:

- To reduce criminal activity which targets older community members;
- To alleviate seniors' fears of victimization, and to build confidence in their ability to reduce their vulnerability;
- To expand collaboration between law enforcement, human service providers, and seniors;
- To enhance the delivery of law enforcement and social/protective services to elders.

Achievements:

The program brought the law enforcement and elderly community together by the use of Seniors and Law Enforcement's Council (S.A.L.T.) meetings. These meetings included seniors from the community, members of law enforcement, the community education unit from the district attorneys office, and the county sheriff. The seniors were able to set the agenda of the meetings and have their concerns and/or suggestions addressed by the law enforcement community. Representatives from the program were involved in state and national conferences that highlighted the Triad program. Over 300 seniors, to date, were visited in their homes and reassured by law enforcement officers for safety checks. Members of Triad have been involved in speaking engagements to highlight the program; they have produced publications, participated in fund raising for S.A.L.T. conferences and conducted police officer training in elder issues.

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Women's Mentoring Program

The Women's Mentoring Program assists ex-female offenders in successfully transitioning back into the community and provides them with skills to obtain meaningful employment.

Number of Site: One





Goals and Objectives:

- To develop a comprehensive plan for women's reentry into the community and for securing employment.
- To enable program participants to become involved in drug rehabilitation, learn to manage money, secure affordable housing, reunite successfully with children, and to develop new social and leisure time activities.

Achievements:

As of August 1995, there were 26 mentors enrolled in the program. These women are from 12 different communities. Of these 26 mentors, 5 are African -American. Thirty inmates have participated in the project. Of these women, 12 were still incarcerated and 18 have been released: 10 to parole, 2 to the electronic monitoring program and 4 have been sent to the Department of Correction's Boot Camp.

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Massachusetts Parole Board  
Joey Fournier Victim Services

Joey Fournier Services provides assistance and information to victims of domestic violence regarding restraining orders and CORI (Criminal Offenders Record Information) certification in order to prevent recurring incidents of domestic violence.

Number of Sites: One

Goals and Objectives:

- To provided victims of domestic violence and individuals victimized prior to 1984 with information and assistance regarding restraining orders and Criminal Offender Record Information certification;
- To utilize a Public Service Announcement (PSA) to instruct the victims on where to call for assistance and information;
- To provide information, CORI certification, assistance with writing victim impact statements, counseling and group support, and referral services through telephone and in-person contact initiated by the victim witness advocate.

Achievements:

The PSA ran periodically on major network and cable television stations, the radio, and in over 100 newspapers across the state. In addition, the PSA was sent to all battered women's shelters in the state.



Approximately 1,262 client service units are provided each quartered. A client service was defined as a phone call made or received or an in-person contact with a client regarding CORI certification, emotional support and/or referral(s) to appropriate agencies.

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**Massachusetts Office of Victim Assistance  
Domestic Violence Project**

This project provided greater protection to victims of domestic violence by developing a comprehensive training for specialized court advocates who provided individual counseling for and safety planning with victims petitioning for 209A protective orders.

**Number of Sites:** One

**Goals and Objectives:**

- To ensure the availability of well-trained advocates in each district court and probate and family court in the Commonwealth to assist victims of domestic violence through court advocacy, referrals to services and safety planning;
- To conduct training sessions for domestic violence court advocates using the SAFE PLAN training manual;
- To develop a certification process for specialized domestic violence court advocates.

**Achievements:**

The project developed comprehensive and innovative domestic violence advocate training materials. Pilot trainings of available domestic civil court advocates were conducted to develop a process for quality assurance. A Regional Legal Advocate Coordinator (RLAC) Administrator/Advocate Trainer was hired to oversee coordination of RLAC services across the state. A total of thirty-seven advocates from a variety of backgrounds were trained. Legal advocacy training was provided for nineteen volunteers from a battered women's service program, six victim witness advocates from a local district attorneys office and nine hospital-based advocates.

In addition, the Project Manager continued to develop a system to and has tracked homicides in Massachusetts which were committed in a domestic violence context.

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**Office of the Attorney General  
Elderly Protection Project**

This project trains police officers and other related professionals to be aware of the changing demographics of the elderly population and to communicate effectively





with elder citizens so that officers can effectively intervene, report, and investigate instances of elder abuse, neglect, and financial exploitation.

**Number of Sites:** One

**Goals and Objectives:**

- To develop a core of police instructors who will then train veteran officers at regional academies throughout the state;
- To instruct at least 300 recruits at regional academies throughout the state;
- To conduct at least three advanced law enforcement training sessions;
- To create a brief, professionally produced videotape on how police officers should handle Alzheimer's patients in the community;
- To develop a model training program and a system for instructing personnel at financial institutions in how to recognize, report and respond to the financial exploitation of elders.

**Achievements:**

The project presented four train-the-trainer programs in which 32 instructors were certified to teach a three hour in-service lesson plan. This group of instructors reached 3,350 municipal officers and 2,200 State Police officers. The Project Director taught 1,006 recruits at twelve local academies. A 34-page handout was created to reinforce this training. A one-day advanced training on elder financial exploitation was attended by 70 officers. A mini-seminar on elder driving issues was attended by 120 officers. The two-day advanced training was conducted on two occasions with an attendance of over 200 participants.

In coordination with Lifecycle Productions and the Alzheimer's Association, the project produced an 11 minute training video to be used at roll calls.

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**Quincy District Court  
Male Batterer/Victim Services**

This program developed a new protocol of supervision and probation activity with regard to domestic violence cases in order to better protect victims from re-abuse both while the batterer was under probation supervision and immediately thereafter.

**Number of Sites:** One

**Goals and Objectives:**



- To guarantee a safer environment for victims so they can make basic decisions regarding their lives without continued fear and harassment from their abusers;
- To identify victims of male batterer probationers and assign them a Probation Victim Liaison who can provide information and services for the course of their abuser's probation;
- To track new partners the abuser may develop relationships with after being placed on probation;
- To encourage victims to report and testify against abusers who continued to abuse them and/or violate court orders and conditions of probation;
- To accompany all victims to court, when necessary, to give them support and encouragement when testifying against their abusers.

### Achievements:

From January to May of 1995, the Quincy District Court assigned 33 male batterer cases to the experimental program, and an equal number of control cases to regular probation supervision. Eight of the offenders were placed under supervision for violating restraining orders, 22 for assault and battery with or without a dangerous weapon and three for threats to kill.

As a result of regular contact by the liaison, three offenders were sentenced to the House of Correction. Eighty-five percent of all victims were contacted by the liaison, with the remaining 15 percent where unreachable or not receptive to probation contact. The liaison accompanied three victims to court for their testimony at a revocation hearing, each resulting in the offenders incarceration.

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### Northwestern District Attorney's Office Witness to Violence Project

The goal of this project was to begin of a painting created in a collaborative effort over a series of performances in various locations throughout the country. The painting began with a stretched canvas five feet high by ten feet wide on which was painted the words; A Number of Women Battered in 1995. Under the words will be a tally of the number of women battered in the year to date.

Number of Sites: One

### Goals and Objectives:

- To focus public and personal awareness on the issue of violence against women and to increase understanding of the devastating consequence this violence has on the lives of women, their families and society;





- To target the male population so they will increase their responsibility toward ending domestic violence;
- To empower survivors who sign the canvas by giving them a means to speak out with a powerful voice to stop the violence;
- To involve men who have had little prior contact with survivors of battering;
- To involve local groups providing shelters, treatment and counseling for victims.

**Achievements:**

Presentations were made at eleven locations in Massachusetts, New York, and Connecticut. The project has drawn large crowds at all locations and the response was very positive with participants reporting it as a very moving event. The presentations at the correctional institutions drew an extraordinary response from the inmates and staff. In Boston, all the major television and print media covered the event. Over the grant year, the project was highlighted on eight radio stations, seven television stations and in fourteen newspaper articles.

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**Massachusetts Parole Board****Project W.I.S.H. (Women in Search of Hope)**

Project WISH is a nonresidential, community-based program, designed to offer a viable alternative to women involved in the cycle of prostitution and incarceration. The program goal is to reduce the criminality of drug dependent women by improving their access to detoxification and treatment facilities. The Program operates in Haverhill. Clients are primarily referred by the Parole Board, the Probation Department, the Haverhill Police Department, and area homeless and battered women's shelters. Clients receive support and referral services in a safe environment. The program includes an assessment of the individual, development of a participation plan, four weeks of attendance in W.I.S.H. programming, and a follow through of referrals and services.

**Number of Sites:** One

**Goals and Objectives:**

- To enhance services for Project WISH participants;
- To increase collaboration with the Parole Board;
- To increase collaboration with the Department of Probation



**Achievements:**

During the fiscal year of July 1, 1994 through June 30, 1995, Project W.I.S.H. admitted 24 new clients, most of them referred by the Haverhill District Court. Three clients were successfully reunited with their children during the program year. Other clients were placed in safe shelters. W.I.S.H. staff also referred clients to a detoxification clinic and residential drug treatment facilities.

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**Suffolk County District Attorney's Office  
District Court Intermediate Sanction Project**

This program provides for a day reporting center and intensive probation supervision of non-violent young probationers and parolees. The program included treatment and counseling services directed toward the offender's needs. In addition, urinalysis testing, curfews, random checks, call-ins, and regular in-person meetings were conducted to insure community safety and to monitor individual progress.

**Number of Sites:** Three

**Goals and Objectives:**

- To demonstrate an effective and innovative sentencing option in three Suffolk County District Courts (Dorchester, Roxbury and West Roxbury);
- To offer a safe and cost effective means of supervising offenders in the community, thereby maintaining and improving community ties with family, employment and treatment;
- To work with assistant district attorneys, chief probation officers, and presiding justices of each court to develop a final program design;
- To implement the program in Dorchester, Roxbury and West Roxbury District Courts.

**Achievements:**

From July 1, 1994 through June 30, 1995, 46 clients were handled from the three district courts. Since project staff were concerned with the lack of rapid growth, efforts were made to increase awareness of the program amongst judges and public defenders. Staff also successfully implemented a ten session Intentional Skills Development group, a cognitive treatment designed to improve personal problem-solving skills. The program achieved a 50 percent success rate during the first year. No new crimes in the community by program participants were reported.





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TREATMENT

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**The Boston Coalition  
Drug Diversion Court for Boston**

In order to cope with the backlog in Boston's District Courts due to drug arrests, this program provides for the pretrial diversion of non-violent, adult drug offenders to a substance abuse treatment program. Offenders are placed under the supervision of the probation department and must meet specified conditions to avoid criminal sentencing.

**Number of Sites:** One

**Goals and Objectives:**

- To develop partnerships and collaborations necessary to plan, pilot, implement, evaluate and secure long-term funding for the Drug Diversion Court in Boston;
- To successfully divert drug-involved offenders by using the District Court as a catalyst to initiate and sustain sobriety, and recovery from drug addiction;
- To increase the available jail/prison space for more violent offenders by diverting and assisting in the lasting recovery of the non-violent, drug involved offenders;
- To decrease the recidivism rate of those involved with the Drug Diversion Court by addressing alcohol and drug addiction, which are major causes of criminal behavior.

**Achievements:**

A site for the court was finalized, and the drug court is the first in the nation to be located on a public hospital campus. The program attracted considerable national interest and funding from several other sources, including a subcontract from the Boston Police Department through the Comprehensive Communities Program, and a grant from the Robert Wood Johnson Foundation.

A treatment provider was selected and consultants to assist in project start-up were hired. Meetings were held with the community to provide information on the project. Software and information systems to assist in client screening, treatment and outcome, were developed. The program began accepting clients in June of 1995. As of the end of 1995, there were approximately sixty people in the program.



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Hampden County Correctional Center  
The Criminal Justice Collaborative

This multi-agency collaborative effort was created to provide judges with better information and options in sentencing non-violent defendants with substance abuse problems. Following a referral by an assistant district attorney, a thorough assessment of the individual by a substance abuse team is completed to determine the extent of the problem. Supervision and linkage to existing services are provided for subjects at two stages: those in the pretrial process and those sentenced to probation.

Number of Sites: One

Goals and Objectives:

- To enhance public safety and promote effective rehabilitation of substance abuse offenders by effectively evaluating their security risks and treatment needs at the first stage of the criminal justice process;
- To implement intermediate sanctions in order to preserve and maintain jail space for more serious, violent offender populations and increase the number of offenders rehabilitated outside of correctional facilities.

Achievements:

The program received a fair amount of publicity during its first year of operation. Following the publicity, project staff met with state legislators, who considered the Hampden County Collaborative a potential model to use in their strategy to reduce prison space and divert offenders. The intermediate sanction subcommittee of the Sentencing Commission also conducted site visits due to interest in expanding the program to other jurisdictions.

The program serviced 42 post-dispositional clients and 265 pre-trial detainees during the fiscal year. Efforts were made to increase program awareness among sentencing judges and public defenders. Because of these meetings, more clients are expected to be referred at the sentencing stage during the second year of the program.

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Department of Correction  
Mass Gateway

Number of Sites: Three

Goals and Objectives:





- To reduce recidivism through an effective substance abuse and crime reduction treatment program;
- To manage and administer the delivery of effective and timely direct treatment services;
- To maintain, support and monitor a comprehensive, integrated, system-wide treatment model of service delivery that is gender specific and culturally sensitive.

**Achievements:**

Two-hundred twenty four inmates completed the program. The services provided by vendors included Correctional Recovery Academy (CRA) classes.

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**Department of Public Health  
House of Corrections Substance Abuse Treatment Project**

This project treated and educated incarcerated individuals who had a history of substance abuse.

**Number of Sites: 13**

**Goals and Objectives:**

- To provide substance abuse treatment, prevention, and education to men and women incarcerated within Massachusetts' thirteen Houses of Correction;
- To introduce a treatment program that is gender and/or culturally specific;
- To provide aftercare planning which focuses on linking individuals to community-based services.

**Achievements:**

Much of the progress accomplished by this project was submitted in the report Review of Massachusetts Jail/House of Correction Substance Abuse Programs. Seven of the Houses of Corrections reported a total of 1,782 persons enrolled in the treatment programs, and 1,112 successfully completing the program. Houses of Correction reported significant numbers of participants who did not complete the program due to being paroled or transferred to another facility.



**University of Massachusetts Medical Center  
Stress Reduction Clinic**

This project developed and implemented a range of programs in mindfulness-based stress reduction for Department of Correction inmates.

**Number of Sites:** Six

**Goals and Objectives:**

- To maintain the organization and management of the inmate-focused stress reduction programs in place at the six correctional institutions;
- To continue to train Department of Correction and vendor personnel in mindfulness-based stress reduction;
- To gather and analyze outcome data on all inmates and Department of Corrections personnel in the various programs.

**Achievements:**

Inmate-focused stress reduction programs were offered twice a week in two hour sessions for eight weeks with the exceptions of two sites. Of the 1,028 inmates enrolled in these classes, 82% completed the program. Thirty five orientations/evaluations were conducted at the various sites prior to delivery of classes. One Department of Correction/vendor staff training was held with 32 participants completing the training.

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**University of Massachusetts  
Mindfulness-Based Stress Reduction in a Inner City Community**

The Inner City Stress Reduction Clinic (ICSRC) was initiated to promote mindfulness-based coping skills, attitudes and lifestyles for optimal mental as well as physical health and well being in a high poverty, high crime inner city neighborhood in Worcester.

**Number of Sites:** One

**Goals and Objectives:**

- To ensure continued viability of the ICSRC and establish a stable organizational and administrative foundation to support its programmatic work in the community;





- To develop and implement a nine-week course designed to teach people how to cope more effectively with the stresses in their lives through systematically enhancing self-awareness, impulse control, and effective self-development and integration.

**Achievements:**

In the spring of 1995, classes were offered in both Spanish and English. For the Spanish class, there were approximately 90 referrals, of which 37 enrolled, and 28 completed. For the English class, there were approximately 65 referrals, of which 29 enrolled, and 19 completed.

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**Massachusetts Parole Board**

**Central and Western Massachusetts Substance Abuse Project**

The program was set up to provide substance abuse treatment to parolees upon their release from prison in an attempt to help them break the cycle of substance abuse addiction.

**Number of Sites: Two**

**Goals and Objectives:**

- To hire a substance abuse coordinator and expand the western Massachusetts substance abuse program;
- To purchase out-patient drug treatment services for parolees residing in the middle portion of the state as well as continuing with the treatment providers in the four western most Massachusetts counties;
- Refine the comprehensive drug testing policy and program already in effect;
- Evaluate the program by means of a comparison to the other projects in the eastern and middle areas of the state.

**Achievements:**

A substance abuse coordinator was hired and the program was able to expand into central Massachusetts. Vendors were chosen to deliver out-patient counseling services for substance abuse treatment for the parolees. Parole Field Services personnel were also able to receive training on various substance abuse issues. The project provided services for 427 clients during the 1995 fiscal year. Of that number, 359 were male and 68 were female.



**Massachusetts Parole Board  
Eastern Massachusetts Substance Abuse Project**

The program was designed to increase the successful reintegration of parolees back into the community by assisting parolees in finding substance abuse counseling.

**Number of Sites:** Two

**Goals and Objectives:**

- To hire two full-time program coordinators to work in two eastern Massachusetts regions;
- To develop a comprehensive drug testing policy and a relapse prevention policy to reflect recent legal concerns;
- To evaluate the program using the data that it generates in an attempt to further refine the program and make it possible to replicate the program.

**Achievements:**

The program was able to hire two program coordinators during the grant period. They contracted with vendors to provide substance abuse counseling to the parolees. For the dates October 1, 1994 through June 30, 1995, the substance abuse coordinators were able to refer 145 parolees to outpatient counseling, 37 parolees to detoxification programs, 44 parolees to residential or half-way house programs, and 7 parolees to mental health counseling. The program was also able to monitor the progress of parolees in terms of program participation and random drug testing.

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**Cambridge District Court  
Project Intervention**

This program interviews and evaluates the needs of clients that have been referred for treatment in drug and violence related cases by judges, probation officers and attorneys.

**Number of Sites:** One





**Goals and Objectives:**

- To reduce crime and recidivism through the treatment of drug offenders in the court system;
- To recommend proper treatment for each individual that is referred to the program and, when necessary, to assist probation in following the individual through the treatment process;
- To reduce the overcrowding that is occurring in the prison system by means of probation sentences that are contingent on the completion of drug treatment programs;
- To involve offenders in drug treatment programs through the leverage of the criminal justice system.

**Achievements:**

The number of referrals and intake evaluations have increased over the past 3 1/2 years. Clients have been received into and have completed the program.

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**Massachusetts Trial Court  
Project COACH**

Project COACH (Community Organization for Alternative Court Help) was designed to provide structure for at-risk youth referred by the courts in an attempt to keep them from committing additional offenses.

**Number of Sites:** One

**Goals and Objectives:**

- To help the youth successfully carry out their sentence and provide them with accountability for their offense;
- To reduce the chance that the at-risk youth will re-offend;
- To assist the youth in accessing services within the community that will lead them to a more productive future;
- To provide the youth through the use of community serve, with the opportunity to learn new skills and obtain a sense of accomplishment;
- To provide the youth the opportunity to make a contribution to the community in which they reside.



**Achievements:**

Over the past year, the program designated work sites and vocational training sites. The sites were developed so that the offenders could perform community service and at the same time receive job training skills and work experience. Intakes were done upon referral from the court, and the youth were assigned either a work site and/or vocation training depending on the needs of the individual case.

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**Barnstable District County  
Evaluation of Violent Offenders**

Project activities provide immediate assessment and evaluation of offenders who are before the court for violence related charges.

**Number of sites: Three**

**Goals and Objectives:**

- To conduct evaluations to be utilized as an aid in sentencing and to determine counseling needs as part of a probationary period.
- To direct those practitioners that require immediate placement for detoxification, residential drug/alcohol or mental health treatment to the appropriate agency.

**Achievements:**

Although this is a newly funded project, probation staff anticipate that by the end of the grant period, June 30, 1996, approximately 300 evaluations of violent offenders will have been conducted.





## COORDINATION OF EFFORTS

The Programs Division interacted with a wide range of criminal justice agencies, private organizations, citizens groups, community leaders, and elected officials to coordinate program activities. From the outset, these groups communicated their concerns about crime and the criminal justice system, identifying common problems and issues. In essence, the annual statewide strategy was a coordinated and collaborative effort, drawing on concerns expressed by these diverse groups to set funding priorities for the fiscal year.

## Fostering Collaboration and Program Coordination

The Programs Division engaged in numerous activities designated to foster multi-agency collaboration and program coordination. For example, statewide task forces were developed to implement priority goals of the Byrne program and other Department of Justice initiatives. Task forces were mutually planned and developed, and drew together a large number of persons with expertise from public and private agencies. Programs Division staff chaired or participated in the following:

- o Criminal Records Improvement Task Force
- o Firearms Violence Control Task Force
- o Forensic Laboratory Committee
- o Massachusetts Violence Prevention Network
- o Violence Against Women Task Force
- o Governor's Juvenile Justice Advisory Committee
- o Weed and Seed Steering Committee

Another method used by the Programs Division to foster coordination and collaboration between multiple agencies was through advisory review boards. In contrast to specialized state task forces, advisory boards were designed to provide ongoing review of a current program funded through the Programs Division. The advisory review boards brought together experts from public and private agencies to provide periodic feedback and guidance to program personnel. Programs Division staff have directed or participated in the following advisory boards:

- o Drug Abuse Resistance Education (DARE) Advisory Review Board
- o Community Policing Advisory Review Board
- o Student Awareness Fire Education (SAFE) Advisory Review Board

Finally, the Programs Division worked with the numerous organizations to coordinate programs of mutual interest. Law enforcement represented a majority of these organizations, but a wide range of public and private agencies are noted below:



PUBLIC

Bureau of Alcohol, Tobacco and Firearms (ATF)  
Community-Oriented Policing Services (COPS) Office  
Massachusetts District Attorney Offices  
Massachusetts County Sheriffs Association  
Criminal Justice Training Council  
Drug Enforcement Administration (DEA)  
Local Police Departments  
Massachusetts Attorney General's Office  
Massachusetts Criminal History Systems Board  
Massachusetts Department of Correction  
Massachusetts Department of Youth Services  
Massachusetts Department of Public Health  
Massachusetts Executive Board of Police Chiefs  
Massachusetts Executive Office of Public Safety  
Massachusetts Medical Examiner's Office  
Massachusetts Parole Board  
Massachusetts State Police  
Massachusetts State Police Crime Laboratory  
U.S. Attorney General's Office  
U.S. Attorney Office

OTHER

Crime & Justice Foundation  
Northeastern University  
Right Turn, Inc.  
University of Massachusetts, Boston, MA  
University of Massachusetts Medical Center, Worcester, MA  
Wellesley College





## FUNDING PRIORITIES

Thirteen of the 26 legislatures authorized purpose areas specified by the Bureau of Justice Assistance (BJA) were covered by programs funded. The full description of these purpose areas as put forth by BJA are as follows:

Area   Purpose

01.   Demand Reduction  
Demand reduction education programs in which law enforcement officers participate.
02.   Multijurisdictional Task Forces  
Multijurisdictional task force programs that integrate Federal, state, and local drug enforcement agencies and prosecutors for the purpose of enhancing inter-agency coordination and intelligence and facilitating multijurisdictional investigations.
04.   Community & Neighborhood  
Community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs that address the problems of crimes committed against the elderly and special programs for rural jurisdictions.
- 7a.   Operational Effectiveness of Law Enforcement  
Programs that improve the operational effectiveness of law enforcement through the use of crime analysis techniques, street sales enforcement, schoolyard violator programs, and gang-related and low-income housing drug control programs.
08.   Career Criminal Prosecution  
Career criminal prosecution programs, including the development of proposed model drug control legislation.
10.   Operational Effectiveness of the Court Process  
Programs that improve the operational effectiveness of the court process by expanding prosecutorial, defender, and judicial resources and implementing court delay reduction programs.
11.   Improve the Corrections System  
Programs designed to provide additional public correctional resources and to improve the corrections system, including treatment in prisons and jails, intensive supervision programs, and long-range corrections and sentencing strategies.
13.   Identify and Meet Treatment Needs  
Programs that identify and meet the treatment needs of adult and juvenile drug-dependent and alcohol-dependent offenders.
14.   Jurors, Witnesses & Victims of Crime  
Programs that provide assistance to jurors and witnesses and assistance (other than compensation) to victims of crime.



15a. Improve Drug Control Technology

Programs that improve drug control technology, such as pretrial drug testing programs; programs that provide the identification, assessment, referral to treatment, case management, and monitoring of drug-dependent offenders; and programs that provide enhancement of State and local forensic laboratories.

15b. Criminal Justice Information Systems

Criminal justice information systems that assist law enforcement, prosecution, courts, and corrections organizations (including automated fingerprint identification systems).

16. Innovative Programs

Innovative programs that demonstrate new and different approaches to enforcement, prosecution, and adjudication of drug offenses and other serious crimes.

20. Alternatives to the Corrections System

Programs that provide alternatives to detention, jail, and prison for persons who pose no danger to the community.

New programs that will be considered for funding will be expanded to include, but not limited to:

- 24 Law enforcement and prevention programs that relate to gangs or to youth who are involved in or are at risk of involvement in gangs.
- 25. Programs that develop or improve forensic laboratory capabilities to analyze DNA for identification purposes.





## EVALUATION PLAN

Evaluating the Byrne grant has three purposes: documenting implementation, effectiveness, and outcomes. It also provides information for revising each year's drug Strategy. The evaluations are as consistent as possible with protocols and requirements of the State Reporting and Evaluation Program of the Bureau of Justice Assistance (SREP) and BJA guidelines for evaluating programs.

Grant conditions require subgrantees to include an explicit evaluation component in their projects, including measures of program implementation and results. Data is collected for the priority areas of the strategy. The purpose of evaluating each program is to assess how well it has been implemented and the extent to which the activities funded have achieved the overall goals and objectives. Such assessments are designed to provide administrators and policymakers with an improved understanding of whether specific activities accomplished their desired results of enhancing the effectiveness of the anti-drug strategy.

On-site monitoring visits of the various programs is conducted for the purpose of assessing how well the project has been implemented and the extent of achievement within the initial program objectives. This visit frequently discloses if assistance is necessary to meet the stated goals and objectives. Staff from the Executive Office of Public Safety Programs Division provides technical advice or obtain assistance from other resources as needed. In addition to the on-site monitoring visits, quarterly reports are mandated for each project, plus the completion of the BJA Annual Project Report forms within 90 days after the expiration of the grant, or every 12 months period, whichever applies.

To maintain trend data, evaluation of task forces will use the same measures as in previous years (arrests, drug removals, weapon seizures, asset forfeitures). Data collected is coordinated with requirements of the BJA annual report. Additional measures will collect information on substance abuse, violent crime, and other priorities of community policing programs.

Site visits continue examining overtime use. Qualitative information is collected on interesting project developments, problems in implementation, and impacts of the project. The qualitative information is used to interpret quantitative findings and to assess issues for which quantitative measures are not available. In addition, project-specific criteria is developed based on unique or innovative aspects of the proposals.

Evaluation of programs to improve criminal justice information systems will examine implementation of recommendations of the Task Force on Criminal History Records Improvement. The evaluation will examine availability, timeliness, and accuracy of information where possible.

Studies of systems improvements will consider the potential contribution of these to future compatibility with NCIC 2000 initiatives, the FBI Interstate Identification Index (III), and proposed criminal history ID checking programs. The Criminal History Systems Board conducted an audit of the current system to provide a basis for future examination of improvements. Where baselines for current programs are not available, evaluation staff will monitor implementation and achievement of benchmark events.



When the goals of a project are to improve equipment or computer software, evaluation of project results will focus on increased functional capacity and efficiency.





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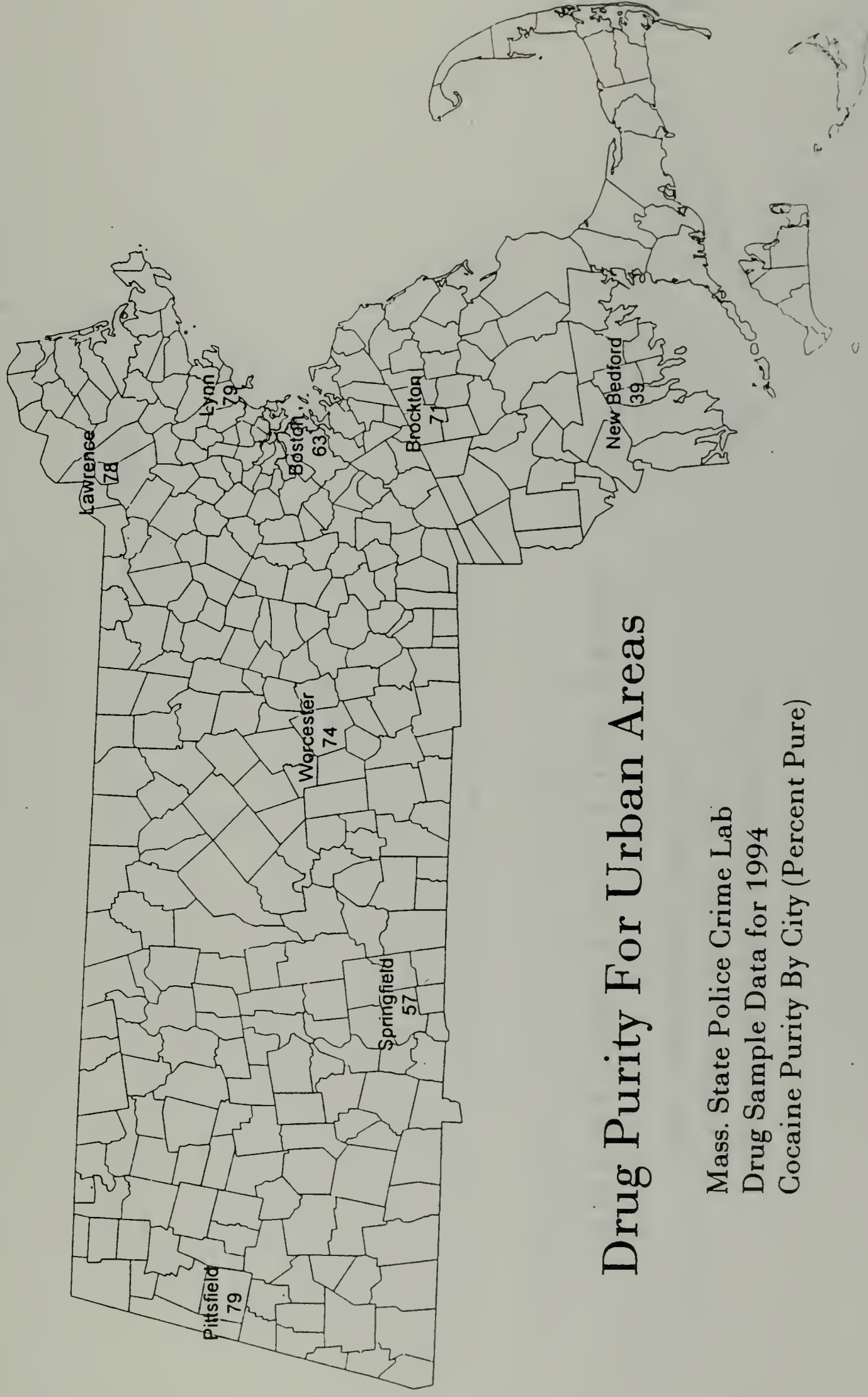


## APPENDIX A

### MAPS



# Executive Office of Public Safety



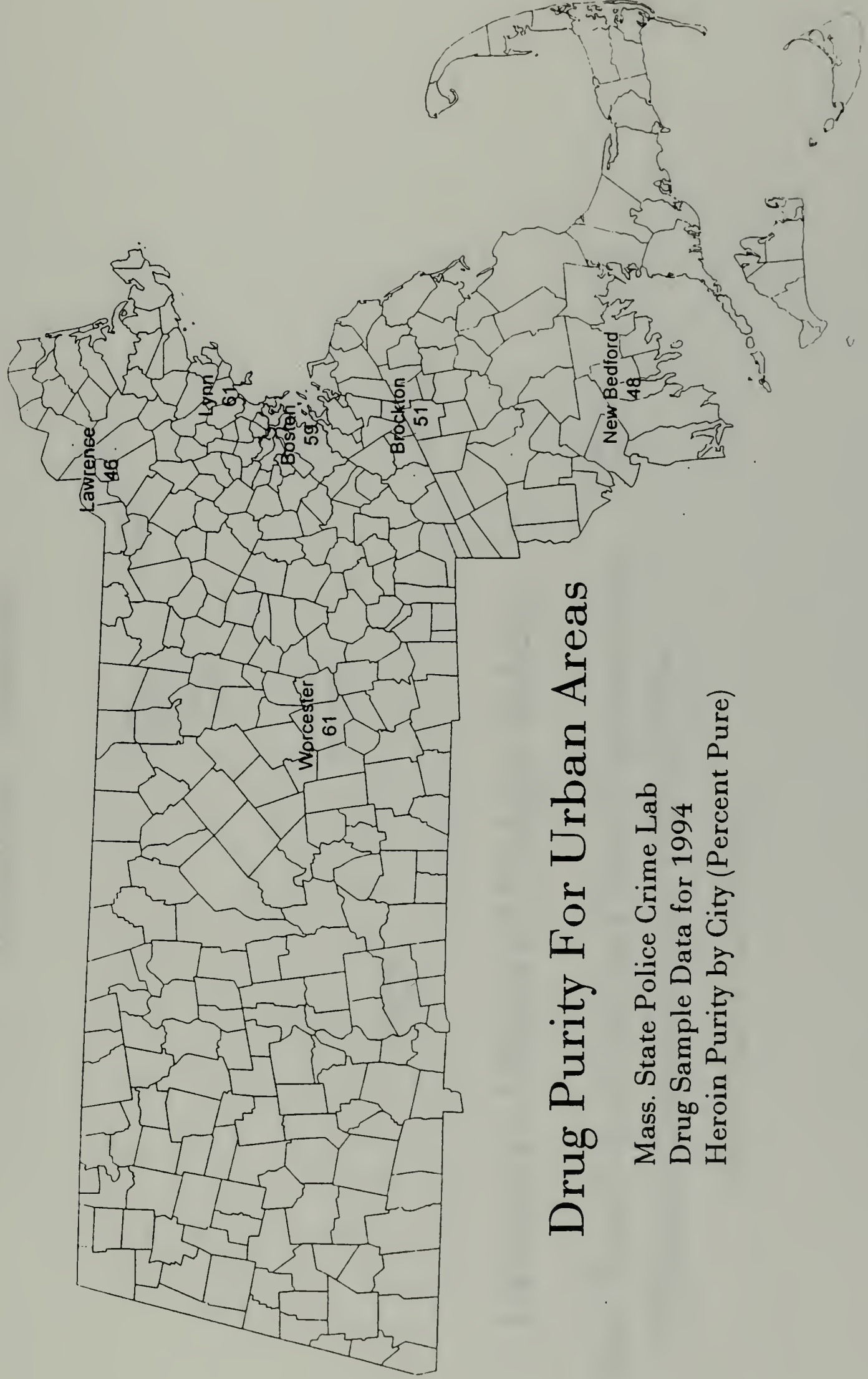
## Drug Purity For Urban Areas

Mass. State Police Crime Lab  
Drug Sample Data for 1994  
Cocaine Purity By City (Percent Pure)





# Executive Office of Public Safety



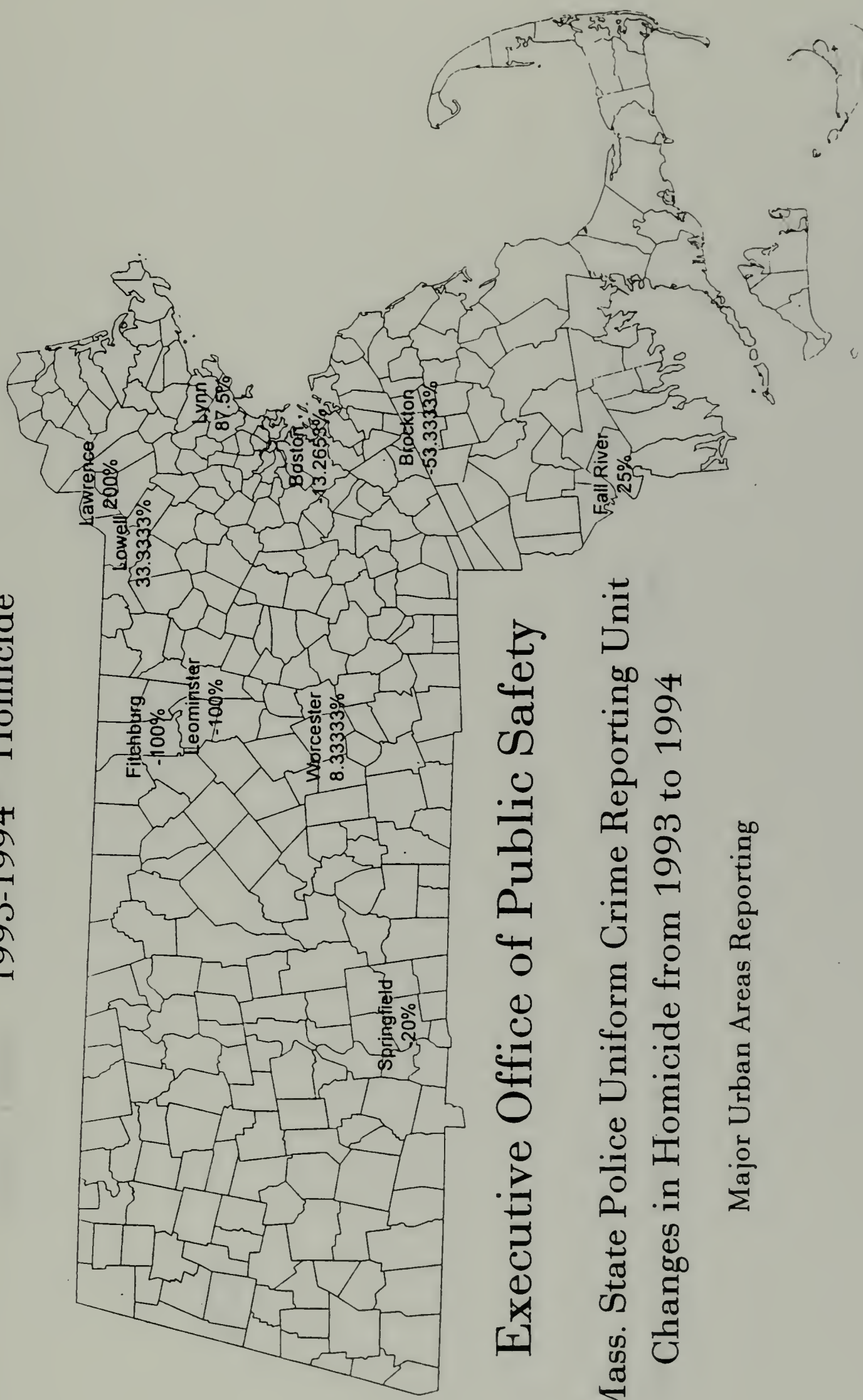
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Mass. State Police Crime Lab  
Drug Sample Data for 1994  
Heroin Purity by City (Percent Pure)



# Violent Crime Trends In Massachusetts

## 1993-1994 Homicide



## Executive Office of Public Safety

Mass. State Police Uniform Crime Reporting Unit  
Changes in Homicide from 1993 to 1994

Major Urban Areas Reporting

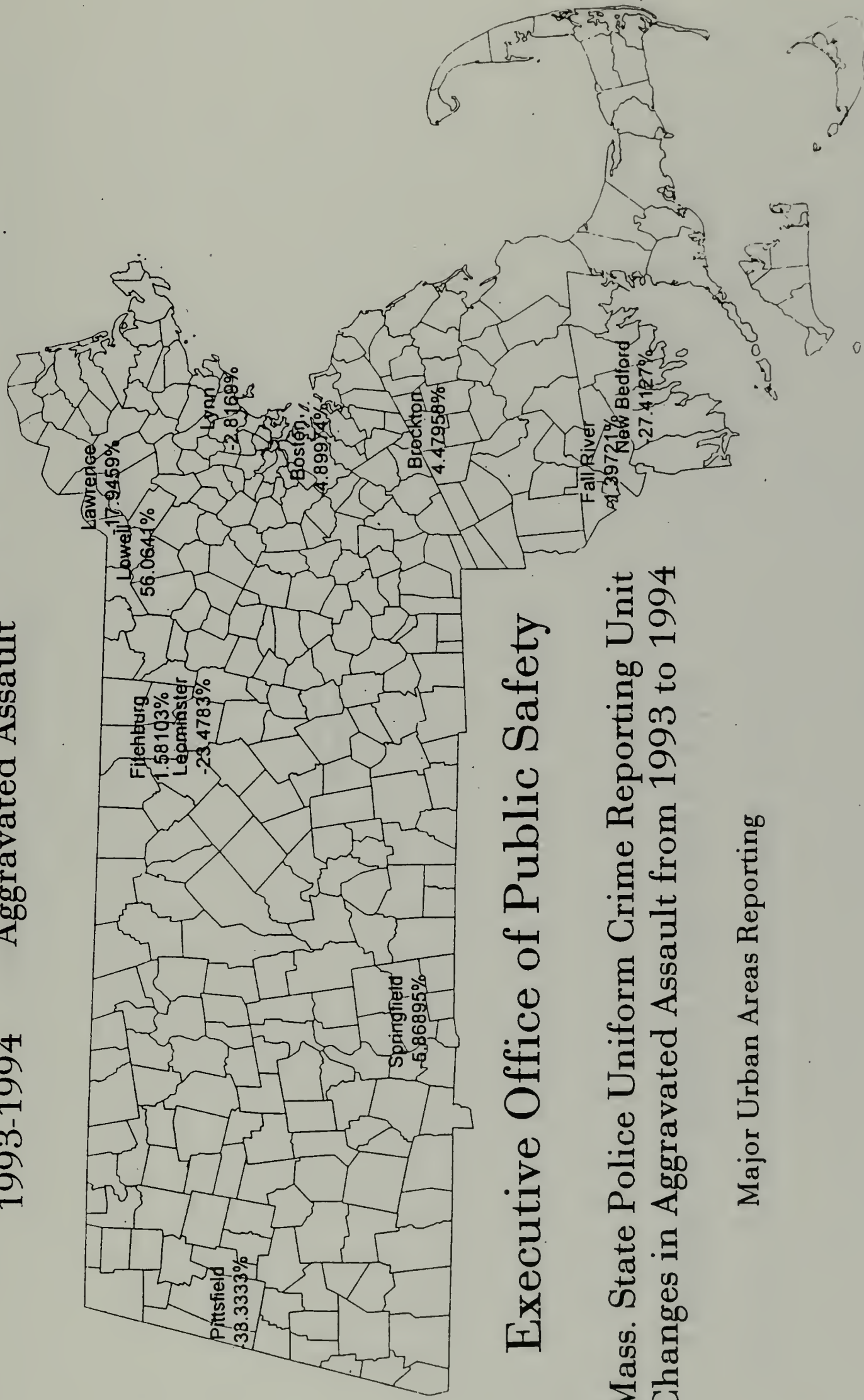




# Violent Crime Trends In Massachusetts

1993-1994

Aggravated Assault



## Executive Office of Public Safety

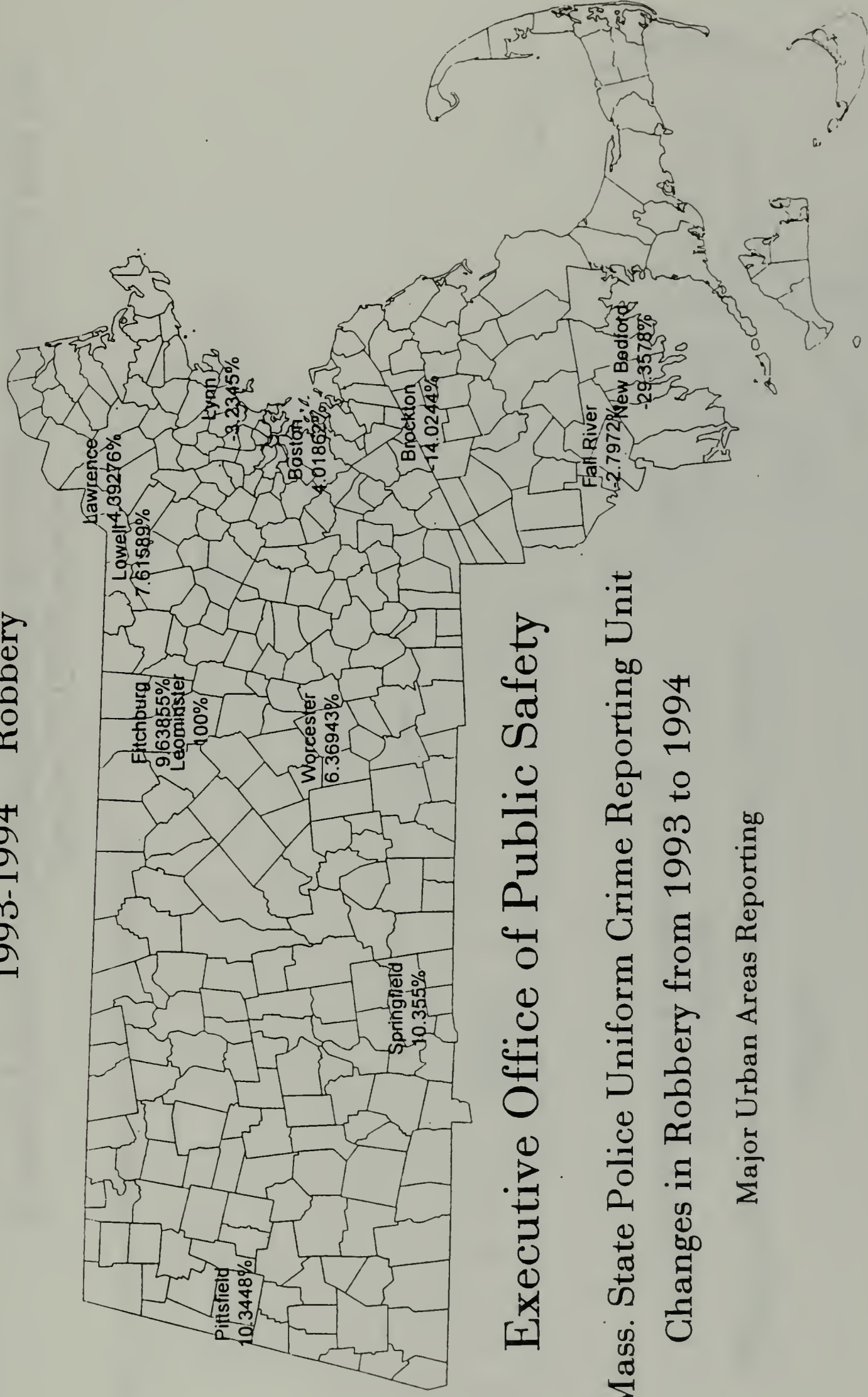
Mass. State Police Uniform Crime Reporting Unit  
Changes in Aggravated Assault from 1993 to 1994

Major Urban Areas Reporting



# Violent Crime Trends In Massachusetts

## 1993-1994 Robbery



## Executive Office of Public Safety

Mass. State Police Uniform Crime Reporting Unit  
Changes in Robbery from 1993 to 1994

Major Urban Areas Reporting



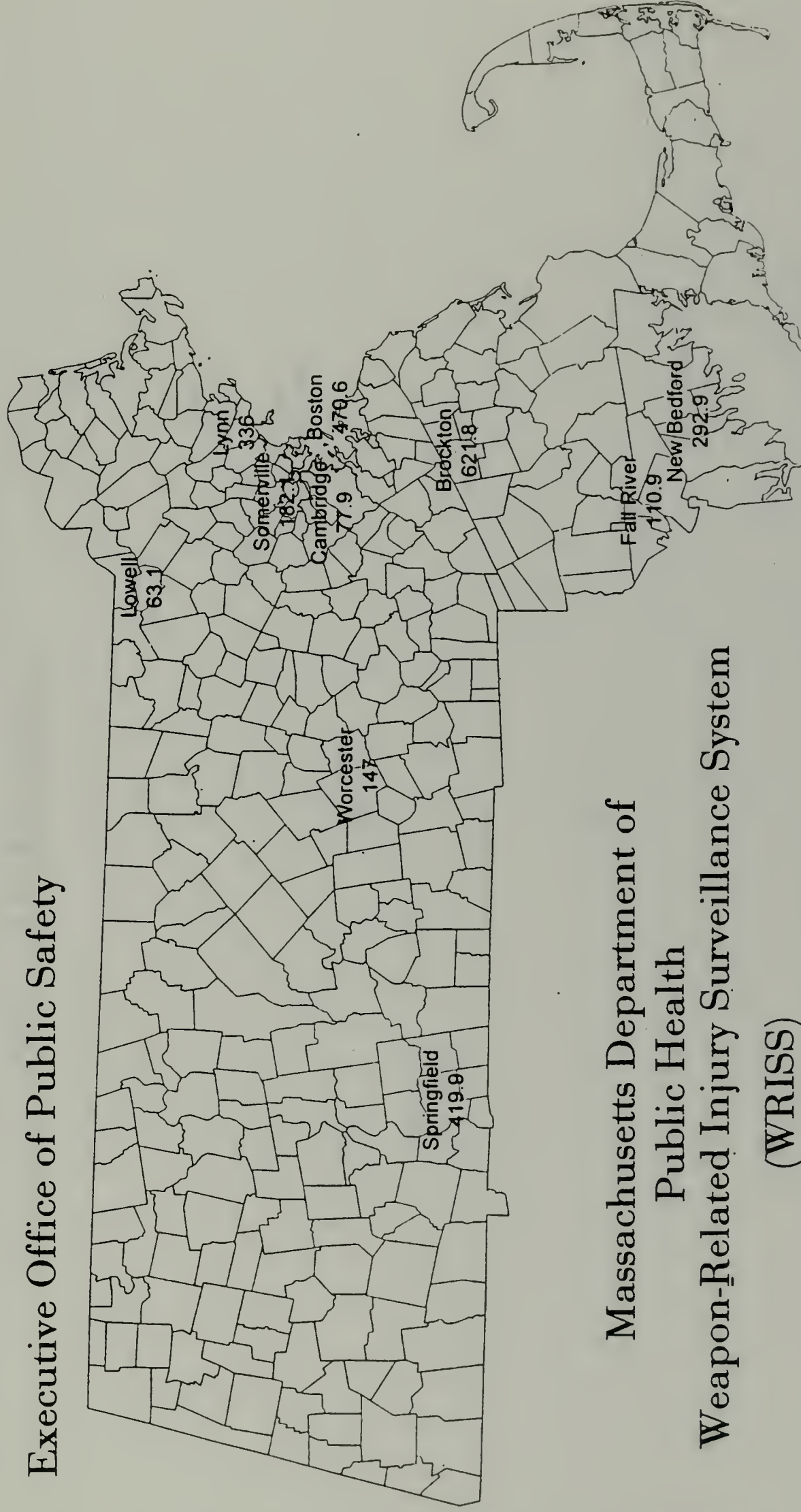


# Violent Crime Trends In Massachusetts

## Weapon-Related Victimization Rates for Youths Age 15-19 Years Old

Rate Per 100,000 Population

Executive Office of Public Safety



Massachusetts Department of  
Public Health  
Weapon-Related Injury Surveillance System  
(WRISS)

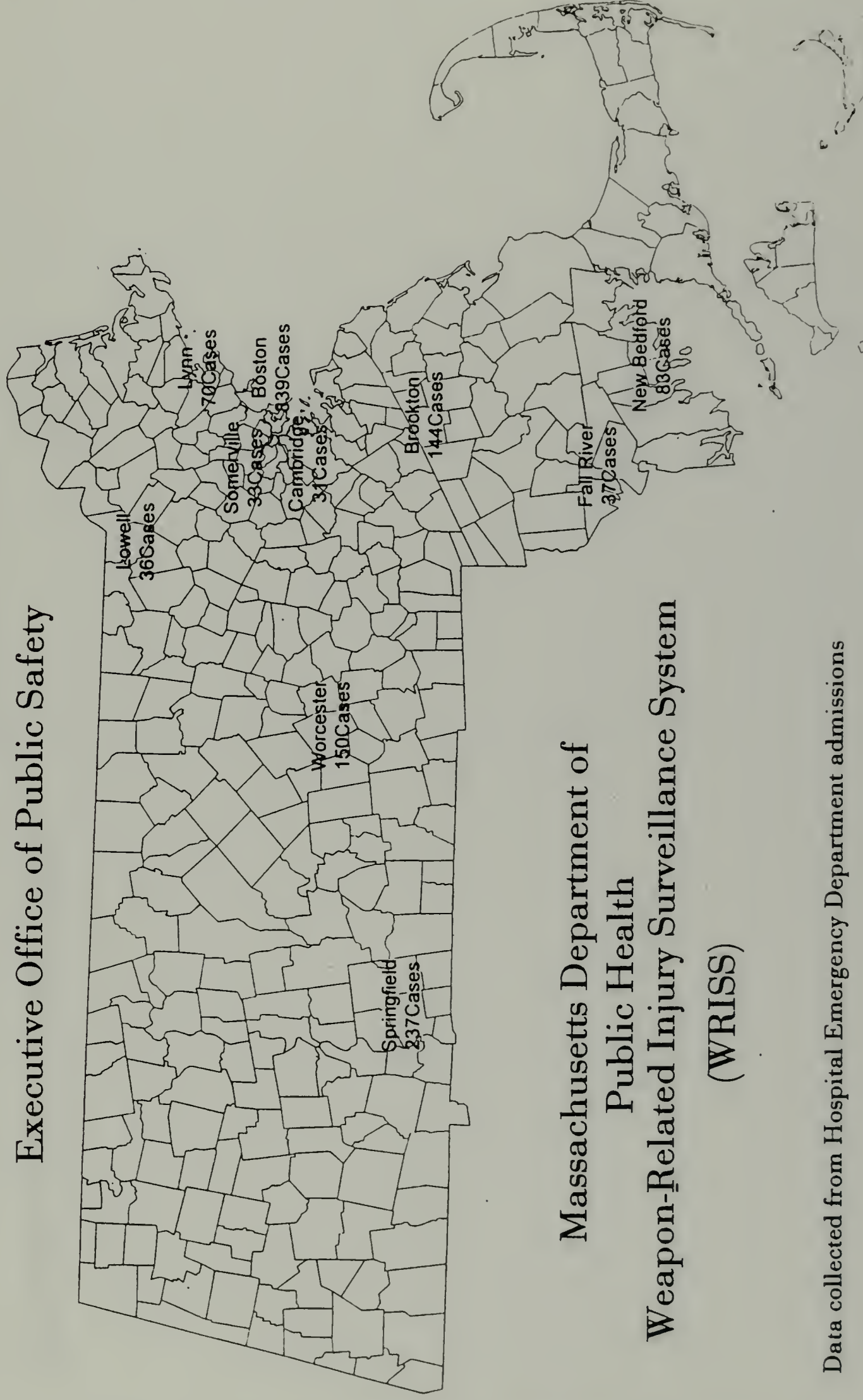
Data collected from Hospital Emergency Department admissions



# Violent Crime Trends In Massachusetts

## Violence-Related Gunshot and Sharp Instrument Wounds

Executive Office of Public Safety



Massachusetts Department of  
Public Health  
Weapon-Related Injury Surveillance System  
(WRISS)

Data collected from Hospital Emergency Department admissions



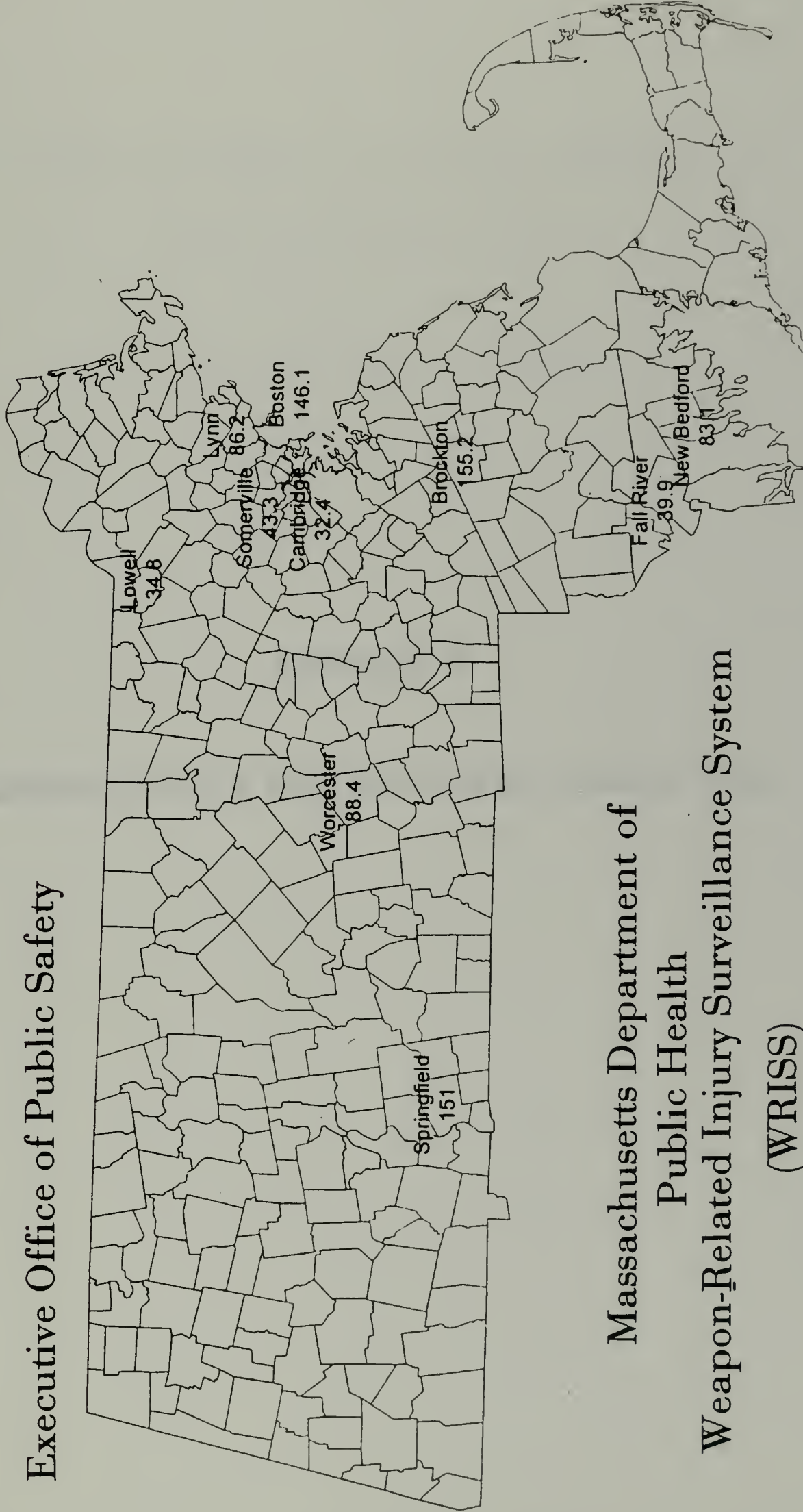


# Violent Crime Trends In Massachusetts

## Weapon-Related Injury Rates

Rate Per 100,000 Population

Executive Office of Public Safety



Massachusetts Department of  
Public Health  
Weapon-Related Injury Surveillance System  
(WRISS)

Data collected from Hospital Emergency Department admissions



## **APPENDIX B**

### **CRIMINAL JUSTICE RECORDS IMPROVEMENT PLAN**





# **Massachusetts Criminal Records Improvement Plan**

**Fiscal Year 1996**

*Criminal Justice Records Improvement Task Force*

*Richard St. Louis, Chief of Staff, EOPS  
Chair*



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# **Massachusetts Criminal Records Improvement Plan Fiscal Year 1996**

## **Introduction**

In June, 1992 the Commonwealth published the first Criminal Records Improvement Plan for Massachusetts. The goal of the Plan was to provide a blueprint for the development of a fingerprint-based criminal record system in the Commonwealth. In June 1993, a concept paper was developed which outlined additional specific projects oriented towards criminal records improvement.

The need to continually seek an accurate, complete, and integrated criminal records system remains as important an issue today as it was in 1992 and 1993. More and more agencies - both within and outside the criminal justice community - rely on criminal history information as a basis for critical decisions. The new provisions of the National Child Protection Act of 1993 and the Brady Law underscore the continuing need for access to criminal history information to support decision makers.

Adopting the methodology of the 1992 plan, which identified eight key data collection and entry points that are critical to the development of a comprehensive integrated criminal justice information system, this report will describe the present situation regarding the quality of criminal records, identify problems and obstacles to complete criminal records, and recommend steps for improving criminal records and addressing problems and obstacles at each of these key points. The report will also provide an update on the progress made towards implementation of the recommendations of the June 1992 report and the projects outlined in the interim June 1993 concept paper. Following these evaluations, this current report will set forth a renewed assessment of the manner in which the quality of criminal history records can best continue to be improved.

## **Planning Methodology**

The Criminal Justice Records Improvement Task Force. In 1992, Massachusetts took the first step in the process of formulating the criminal records improvement plan by establishing the Criminal Justice Records Improvement Task Force, a group that continues to oversee the implementation of the plan. Established by the Secretary of the Executive Office of Public Safety, the Task Force includes representation of the Criminal History Systems Board, State Police, the Chiefs of Police Association, the District Attorneys Association, the Office of the Chief Administrative Justice of the Trial Court, the Office of the Chief Justice of the District Courts, the Office of the Commissioner of Probation, the Sheriffs Association, the



Department of Correction, the Parole Board, the Committee on Criminal Justice, and the Registry of Motor Vehicles. Currently, the Task Force is chaired by the Chief of Staff of the Executive Office of Public Safety. A list of the current Task Force members and the agencies/associations they represent is attached as Appendix A.

Guiding Principles. In order to provide a framework for the formulation of an implementation strategy, the Task Force established a set of guiding principles which continue to guide the planning effort. The objective set by the Task Force was to:

*Develop a fingerprint-supported criminal record system, using CJIS as the hub for connecting criminal justice agencies, and using the SID Number as the unique identification number linking the criminal record data compiled by each criminal justice agency.*

The Task Force also set forth the following guiding principles to meet this objective:

1. *Continue to support ongoing automation efforts that are improving the quality of criminal records.*
2. *Support automation of criminal record information where none exists.*
3. *Support initiatives that will enhance connectivity among criminal justice records systems and facilitate the electronic interchange of criminal record information.*
4. *Foster the development of standards relating to data definitions and structures, technologies, and procedures in order to facilitate the electronic interchange of criminal record data among criminal justice agencies.*
5. *Identify pilot projects which could serve as prototypes for improving the quality of criminal records.*
6. *Review statutory and other criminal record reporting requirements and make recommendations that will ensure that the needs of all users of criminal record information are addressed.*
7. *Develop procedures for monitoring missing criminal record information, such as arrest information, fingerprint submissions, and court dispositions, and for obtaining such missing information.*





8. *Develop education programs on the importance of fingerprint-supported criminal records and training programs for improving the accuracy and completeness of criminal record information.*
9. *Continue the Task Force to monitor progress on the implementation of the criminal records improvement plan.*

### **Recommendations of the 1992 Criminal Records Improvement Plan**

As reported in the 1992 Criminal Records Improvement Plan (the "Plan"), in Massachusetts, the Probation Central File (PCF), administered by the Office of the Commissioner of Probation (OCP), served as the central repository for criminal records in the Commonwealth. Traditionally, probation offices in the local courts submitted court disposition data to the central manual file at OCP. More recently, this court disposition data was automated by the OCP, and a copy of this file resides on the CJIS system for access by the law enforcement community. As a result of this approach, Massachusetts developed a centralized criminal record system that was strong on disposition reporting. However, as noted in the Plan there existed the important limitation that these criminal records are not fingerprint-supported.

In Massachusetts, fingerprint cards are routinely submitted by criminal justice agencies to the Massachusetts State Police, Bureau of Identification where they are processed electronically, assigned a State Identification (SID) number, and stored in the Automated Fingerprint Identification System (AFIS). The State Police recently implemented an electronic Image Based Identification System (IBIS) which stores the fingerprint card image and associated data attributes for use in the identification process. The data in this IBIS data base takes the place of the Automated Name Index (ANI) file which use to be maintained on CJIS. Instead, this information is now forwarded to the CJIS system electronically for access by the law enforcement community.

As identified in the Plan, the issues of capacity in the processing of fingerprint information and the inability to link fingerprint information from the Identification files with computerized criminal history information in the OCP files, were constraining the significant improvement in the quality of criminal history information.

Taking into account the structure of the criminal justice system in Massachusetts, including the strength of its disposition reporting and the ability of the state to automatically do fingerprint searches, the Plan focused on the need for development in three critical areas: addressing the existing backlog of fingerprint cards and the growth in fingerprint volume through staffing and automation projects at the State Police Identification Bureau; establishing





a link between the CJIS network and the OCP network; and improving disposition reporting in the OCP.

In 1995, a new focus has been placed on the use of an Offender Based Tracking Number (OBTN) in Massachusetts. The IBIS system operated by the State Police has been designed and implemented to utilize an OBTN. This number, unique to each arrest event in a police department, will be used by all criminal justice agencies in the Commonwealth to track an offender through the Criminal Justice System. This OBTN number will also allow the SID number, once determined by State Police Identification to be back filled through the system using the OBTN which originated at the time of arrest. All participants in the records improvement process have agreed to the critical need for an OBTN number and will be working to incorporate this new thirteen character field in their various offender databases.

### **Recommendations of the 1993 Concept Paper on the Development of an Integrated Criminal Justice Information System**

In June 1993, the Working Group developed a Concept Paper for review by the Task Force outlining a two-tiered strategy for activities during the current fiscal year. The first tier involved a demonstration of advanced electronic capture of fingerprint information at two sites, the Department of Correction and the Norfolk County Sheriff's Department, and the transmission of these fingerprints to State Police Identification for processing.

The second tier involved the development of a point of arrest system. This system is based on existing technologies through three coordinated projects: a market study of the automation in local law enforcement agencies, a conference with vendors of automated records management systems to local law enforcement agencies, and a pilot project demonstrating the feasibility of connecting critical point-of-arrest information contained in local records management systems through the CJIS network to the point-of-arraignment and point-of-identification.

These projects resulted in various demonstrations of technology for improving criminal records accuracy. The Live Scan projects did indeed demonstrate the fingerprint cards could be moved electronically and quickly through the identification process. The point-of-arrest pilot demonstrated that a vendor could complete a standard booking transaction and forward booking information electronically to the CJIS system where it could be shared with other parties. Both of these initiatives continue to be evaluated and enhanced for more global distribution at some time in the future.

The cost of equipment, and the need for widespread deployment continue to hamper the deployment of any large scale solution demonstrated by these two pilots. The CHSB continues to pursue capital funding to provide for a workstation deployment which would allow for the large scale use of the point-of-arrest concepts. The State Police Identification Bureau has





continued to work with a number of communities to evaluate the implementation of live scan technologies. The City of Boston, working with the State Police and Criminal History Systems Board, was the first community in the nation to submit electronic finger print cards to the F.B.I. using the new EFIPS standards. The State Police is working to transition that functionality to the State, where images can be forwarded electronically to the Identification Section and the F.B.I. as part of a state wide approach to fingerprint submission.



## **Analysis of Key Data Collection and Entry Points**

As identified by the Working Group, the eight critical data collection and entry points for fingerprint and criminal history information are:

Point of Arrest	State and Local Police Departments
Point of Identification	State Police IBIS and AFIS Files
Point of Criminal Arraignment	Probation Central Court Disposition File
Point of Civil Protective Relief	Probation Civil Registry of Restraining Orders
Point of Probation Supervision	Probation Case Assignment and Tracking
Point of State Supervision	Department of Correction File
Point of County Supervision	Sheriffs Departments Files
Point of Parole Supervision	Parole Board File

In the sections below, the current situation regarding each of these data collection points is described, the problems and obstacles are identified, and recommended steps for improving the quality of criminal records and addressing the problems and obstacles are outlined.

### **1. Point of Arrest - State and Local Police Departments**

Current Situation. Massachusetts law requires that any person who is arrested by virtue of process or is taken into custody by an officer and charged with the commission of a felony shall be fingerprinted.<sup>1</sup> Two copies of the fingerprints are required to be submitted to the Massachusetts State Bureau of Identification. In most all instances, the preparation of these cards is based on the use of conventional rolled-ink technology. Many other state statutes govern the capture of fingerprint information by local law enforcement and licensing authorities. Unless specifically excepted by the court, the chief administrative officials of penal institutions are required to take fingerprints of all individuals committed for any crime.<sup>2</sup>

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<sup>1</sup> M.G.L. Chapter 263, Section 1A reads, "Whoever is arrested by virtue of process, or is taken into custody by an officer, and charged with the commission of a felony shall be fingerprinted, according to the system of the bureau of investigation and intelligence in the department of the state police, and may be photographed. Two copies of such fingerprints and photographs shall be forwarded within a reasonable time to the colonel of state police by the person in charge of the police department taking such fingerprints and photographs."

<sup>2</sup> M.G.L. Chapter 127, Section 23 reads in part, ". . . The officer in charge of a penal institution to which a person is committed under a sentence of imprisonment for any crime shall, unless the court otherwise orders, take or cause to be taken his name, age, height, weight, photograph and general description and copies of his fingerprints in accordance with the fingerprint system of identification of criminals."





Police officers are permitted to fingerprint those arrested for and charged during a riot, disturbance, or demonstration<sup>3</sup> or any violation of the controlled substance act.<sup>4</sup> The racing commission is allowed to provide for the fingerprinting of all licensees.<sup>5</sup> Firearms dealers licensing authorities are also mandated to conduct fingerprint based criminal record checks.<sup>6</sup> Similarly, licenses to carry or possess firearms are also mandated to be based on a fingerprint supported criminal record check.<sup>7</sup> Further, the Criminal History Systems Board is permitted to set restrictions on the inspection of CORI, including the positive identification of those individuals seeking access to CORI.<sup>8</sup>

Many local police departments are currently equipped with automated records management systems. These automated systems contain valuable information on criminal events, including basic booking, demographic, and identification information on subjects. These systems generally have the capability to electronically capture the demographic information needed for

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<sup>3</sup> M.G.L. Chapter 41, section 98 reads in part, ". . . whoever is arrested and charged with any offense committed during a riot, disturbance or mass demonstration may be fingerprinted, according to the system of the bureau of identification in the department of public safety and may be photographed.

<sup>4</sup> M.G.L. Chapter 94C, section 45 reads in part, ". . . Any person arrested for or charged with the criminal violation of any provision of this chapter which constitutes a felony many at the time of arrest or as soon thereafter as is practicable be photographed and fingerprinted according to the system of the state bureau of identification, an upon conviction any such fingerprints and photographs shall be made a part of permanent records of the police department of the municipality where the arrest took place, and without delay two copies of the fingerprints and photographs shall be forwarded, with such other description as may be required and a written history of the offense, to the state bureau of identification.

<sup>5</sup> M.G.L. Chapter 128A, Section 9A reads in part, ". . . such rules and regulations shall also provide for the fingerprinting of all licensees."

<sup>6</sup> M.G.L. Chapter 140, Section 122 reads in part, ". . . The licensing authority to whom such application is made shall cause one copy of said applicant's fingerprints to be forwarded to the commissioner of public safety, who shall within a reasonable time thereafter advise such authority in writing of any criminal record of the applicant."

<sup>7</sup> M.G.L. Chapter 140, Section 130A reads in part, ". . . said chief, board, officer or anyone authorized by them, respectively, shall within seven days of receipt of a completed application for such license, forward one copy of said applicant's fingerprints to said commissioner, who shall, within thirty days, advise, in writing, the licensing authority of the criminal record, if any, of the applicant.

<sup>8</sup> M.G.L. Chapter 6 Section 176 reads in part, ". . . agencies at which criminal offender records are sought to be inspected shall prescribe reasonable hours and places of inspection, and shall impose such additional restrictions as may be approved by the board, including fingerprinting, as are reasonably necessary both to assure the record's security and to verify the identities of those who seek to inspect them".







preparation of fingerprint cards and often are able to prepare in the preparation of the fingerprint card by electronically pre-printing a label to affix to the fingerprint card or pre-printing on the actual fingerprint card. The Point-of-Arrest pilot program has demonstrated that this biographical information could easily be moved through the criminal justice system making use of an OBTN number to track the individual. These internal systems also contain information that is valuable to criminal justice agencies at other points in the process including arraignment, probation, prosecution, correctional supervision, and parole supervision.

**Problems/Obstacles.** With the exception of rejected cards and cards that result in new identifiers, local criminal justice agencies who submit fingerprint cards to the State Police do not receive routine feedback on the results of the fingerprint processing. In particular, agencies do not receive the SID number from the State Police and there is often no mechanism to electronically record the SID number as part of local automated records management systems. The transmission of fingerprint information to the State Police and the receipt of information from them is not sufficiently timely to positively identify subjects during a period of detention. Local law enforcement agencies are often required to make timely identification decisions of individuals with whom they are not familiar. Positive identification will assist in supporting the decision making process of local law enforcement.

While most local police departments are automated in some way, there is no mechanism to connect information contained in these systems with the CJIS system or with the automated records management systems of other criminal justice agencies. Redundant entry of information is often made into multiple systems causing unnecessary delays and inefficient use of scarce resources.

**Recommendations.** It is important to provide routine and timely feedback to submitting agencies on the results of the fingerprint processing. Electronic transmission of fingerprint information and electronic feedback of the SID number via the CJIS network should be explored. The SID number can then be incorporated as part of the records management system. Law Enforcement agencies have been given access to the ANI file as stored in CJIS. This allows local agencies to obtain SID numbers, and to view alias and other critical information for identified offenders. The expansion of this program for all local police departments should be explored further.

Continued strategies that support connectivity between local law enforcement agencies via the CJIS network should be encouraged. This connectivity should be based on jointly established standards for the collection and transmission of information between local and state agencies and should incorporate the notion of true information exchange, that is both the transfer from and receipt of information to local law enforcement agencies. In areas such as warrants management, firearms licensing, mandated reporting, and many others, there are opportunities for substantial gains in operational efficiency in local law enforcement. The





cooperation of those vendors who supply automated records management systems to local law enforcement agencies should be promoted in order to achieve the rapid transfer of this model throughout the Commonwealth. The initial information to be exchanged should include the bi-directional exchange of information related to positive identification. Booking transactions containing the OBTN number used on fingerprint cards will greatly assist the State Police Identification Bureau in processing the large volume of fingerprint cards received on a daily basis, and may further assist with the elimination of backlogs. The enhancement of the identification process to allow a transaction to be returned to the local departments with a SID number will assist the departments in knowing who they are dealing with in the future.

Emerging technology, such as the live scanning of fingerprints at remote sites with electronic submission of fingerprint data to the AFIS computer should be explored as a means of facilitating the submission of fingerprint data from local law enforcement. The model demonstrated by the pilot projects between the State Police and Department of Correction and the State Police and the Norfolk County Sheriff's Department needs to be considered for expansion to local law enforcement. The success of this prototype suggests that regional sites for live scanning prints and electronically submitting them to AFIS could be established.

The Task Force must continue to promote the assignment of, and electronic storage of, a standard Offender Based Tracking Number within these various law enforcement systems. The establishment of this tracking number in electronic databases, as well as within state repositories, will allow for the future linkage of the offender with their associated SID number, establishing fingerprint supported records. Future grant initiatives and State policies will be established to promote and perhaps mandate the use of OBTN on fingerprint submissions and on court related documents.

## **2. Point of Identification - State Police IBIS and AFIS**

### **Massachusetts State Bureau of Identification**

Current Situation The State Police Identification Bureau receives ten-print fingerprint cards from law enforcement agencies across the Commonwealth. Due to a substantial and persistent backlog, many cards which are received are not processed in a timely manner. Currently close to 60,000 cards remain unprocessed.

The State Police IBIS project has become a reality since the last Criminal Records Improvement Plan. This new state-of-the-art system has resulted in the scanning of some 140,000 cards into an electronic image base. This allows repeat submissions for the same individual to be more easily compared and identified. The need to retrieve paper documents for individuals who have been processed through the IBIS is significantly reduced. This system has been electronically interfaced with the Automated Name Index file stored on the CJIS system. Information from ANI was transferred electronically to the IBIS system and the





ANI file is now electronically maintained as a result of regular extracts of information from the IBIS system.

State Police staff analyze and classify fingerprints and determine positive identification based on the prints. They assign a unique, fingerprint-based SID number to each individual whose prints are processed. The SID number and identifying data, including aliases, are entered in the IBIS System and then forward to the Automated Name Index file on CJIS. There are currently 906,947 names and alias contained within the ANI file on CJIS.

The IBIS/ANI file has proved to be a tool of great value for investigative and other criminal justice applications. The State Police have participated in a pilot project with over 20 law enforcement agencies involving use of the ANI file. The project evaluated the utility of the ANI file given that specific arrest information is not included in all cases and that administrative data, i.e. historical fingerprint records taken from criminal justice job applicants, was included in their the ANI file. The pilot project demonstrated that these were not obstacles to the productive and valuable use of the ANI file. Screens presenting the information were designed to include messages regarding limitations for use of ANI file data, e.g. that is for use as an investigative tool only and does not serve as probable cause for an arrest. A process is now in place for any local law enforcement agency to access the ANI file. Presently, 230 departments have access to this important information resource.

The State Police also participated in a pilot project involving the demonstration of live-scan capture of fingerprint images from both the Department of Correction and the Norfolk County House of Correction. In this project, fingerprint images were electronically captured at these two correctional facilities and were remotely printed at MSBI. This project successfully demonstrated the use of live-scan technology in its ability to rapidly transfer fingerprint cards to MSBI and to capture images that are of much higher quality than conventional fingerprint technology permits.

Further, the project demonstrated the concept of an OBTN; in this case, the DOC and Norfolk County commitment number, which served as a link between the fingerprint-supported SID number and the internal records management systems of the contributing agencies. This project is currently being evaluated for its compliance with the new F.B.I. standards for electronic fingerprint submission.

Fingerprints are not submitted to the State Police for all felony arrests. It is estimated that fingerprint cards are submitted for 70% of felony arrests and for 25% of all arrests. Approximately 74% of the full-time police departments in the Commonwealth presently submit fingerprint cards to the State Police. Further, the fingerprint cards are not always of sufficient quality to be incorporated into AFIS. It is estimated that 11% of the fingerprint cards received by AFIS are not qualified to be registered.





Problems/Obstacles. While the State Police should serve as a repository for fingerprint information for all criminally involved subjects, it is not currently able to fully function in this capacity. As noted above, not all felony arrests result in the submission of a fingerprint card to the State Police. Further, it still remains the case that many defendants arrive in court via a subpoena or complaint, not associated with an arrest, and these defendants are typically not fingerprinted.

The lack of adequate resources persists at the State Police Identification Bureau and results in an ever increasing backlog of fingerprint cards awaiting processing. The current backlog stands at over 60,000 fingerprint cards awaiting processing.

Law enforcement agencies do not typically receive feedback on the results of the MSBI fingerprint processing and therefore are not able to incorporate the SID number into their records management systems. Only those cards that result in an identification with demographic information different than that on the original card receive a response from the MSBI.

The State Police and the CHSB worked cooperatively with the City of Boston on a pilot project to demonstrate the electronic transmission of fingerprint images to the FBI for processing as part of their EFIPS pilots. This project resulted in a successful demonstration of the newest fingerprint transmission standards. An evaluation of this pilot is currently being conducted to determine a method to allow this standard to be used for the submission of electronic fingerprint images directly from the Boston system to the State Police IBIS system. Once a connection of this type can be completed, all Boston fingerprint images could be processed directly into the IBIS system. This volume currently represents 11% of the annual fingerprint card volume received by the State Police Identification Bureau.

Recommendations. The single most important recommendation is that support for increasing the staffing levels and other resources of the State Police Identification Bureau. Without additional resources, there is no other way to maintain an efficient processing of fingerprints and assignment of SID numbers. The State Police Identification Bureau must have the capacity to handle the increased volume of new submissions and to address a growing backlog of unprocessed fingerprint cards.

While it is helpful, automation will not alone reduce the need for additional staff. As demonstrated by the live-scan pilot project, automation provides assistance in the rapid transfer of fingerprint information and improves the quality of the fingerprint information that is captured, but automation alone does not replace the need for fingerprint technicians to review the material that is received and therefore has not served to address the backlog of cards processed by State Police Identification. Further, the expansion of the Boston Pilot will result in fingerprint images being received more quickly and efficiently, but will not eliminate the need for fingerprint technicians to review and process the incoming images.





The ability to electronically transfer demographic information captured by local law enforcement agencies as part of the booking process, using the point-of-arrest pilot model and an OBTN, would help to ease the data entry burden of the Identification Bureau.

In order for the State Police to serve as a complete repository for fingerprint supported identification information, universal capture and submission of fingerprint information of all felons and misdemeanants must be addressed. Any effort to increase submission rates must be related to the staffing levels and resources assigned to the Identification Bureau. The statutory mandate for law enforcement agencies to submit fingerprint cards for all felony arrests should be reinforced. Further, the fingerprint statute should be expanded to include provisions for fingerprinting those defendants who appear in court via a process other than arrest, e.g. summons, indictment, etc. and for the fingerprinting of misdemeanor.

In order to address the problem of the quality of fingerprint cards that are submitted, training in proper fingerprinting techniques should continue to be enhanced, and education in the importance of fingerprints for ensuring the positive identification of offenders and the accuracy of criminal records should be provided. As demonstrated by the pilot livescan project, the expanded use of livescan fingerprint capture will also serve to enhance the quality of fingerprint information.

Continued expanded access to the ANI file for law enforcement agencies should be encouraged. The pilot projects demonstrated the ability of the law enforcement community to use the information appropriately and clearly indicated the utility of the information contained in the file for criminal justice purposes.

### Automated Fingerprint Information System

Current Situation. The Massachusetts Automated Fingerprint Information System (AFIS) is a valuable tool for law enforcement. The AFIS database includes the results of a detailed topological analysis of an individual's fingerprints and links this information via the SID number back to other identifiers. The value of AFIS to the law enforcement community is its ability to rapidly identify an individual through an electronic search of the AFIS data base.

Similarly, latent prints secured at a crime scene can also be searched against the AFIS data base in order to identify possible suspects in a case.

AFIS presently contains 452,000 automated fingerprint records in a system with a capacity for 500,000 such records. The central AFIS site is staffed for a single shift during normal business hours and is located at the State Police Crime Lab facility in Sudbury.

AFIS is currently accessible through the central site in Sudbury as well as through several remote terminals that allow technical searches. These remote terminals are located in State





Police Crime Scene Service Locations in various parts of the State. While primarily intended for the analysis of latent fingerprints, these remote locations will be capable of the analysis of standard ten-print cards.

Problems/Obstacles. Originally acquired in 1986, the Massachusetts AFIS is among the oldest systems in the country. Recent developments in AFIS technology allow for more flexible, efficient, and powerful systems that will ensure compliance with emerging national standards for the retention and transfer of electronic fingerprint information. New AFIS technology would allow for the direct transfer of fingerprint images from the IBIS system now located within the Identification Bureau. This and other new capabilities of a more current AFIS would allow for the efficient use of personnel and would result in more timely responses to fingerprint submissions.

Recommendations. AFIS should be upgraded to new technology as soon as possible. This will allow for the use of more flexible work stations based on open systems architecture and standards and will allow for an electronic interface to the IBIS system and future IAFIS standard systems provided by the FBI.

The staffing pattern of the central AFIS site should be expanded to two shifts per day. Additional off-hours coverage can be done at remote sites and by State Police staff who have 24-hour access to the central site.

### **3. Point of Criminal Arraignment - Probation Central File**

Current Situation. Court disposition data is entered into the central database of the Office of the Commissioner of Probation via terminals in the probation offices located in the Boston Municipal Court, in 68 District Courts and 12 Superior Courts of the Commonwealth. The OCP court disposition file contains 2 million records - i.e., individuals - which represent 8.1 million offenses. Every individual who has been before the courts in the last 15 years has his complete criminal record in the automated file. The names and identifying data of other individual with criminal records, who have had no court contact during the past 15 years, are also in the automated file with a notation that their records are on microfilm.

Statistics generated from this database indicate that 96% of those who appear in the Superior Courts in a given year are already in the automated record system, and 86% of those arraigned in the District Courts are already in the system. Therefore, there are approximately 80,000 "new" individuals in the court system annually.

A major accomplishment in relation to improving the quality of criminal records in Massachusetts has been the automation of court disposition data by OCP. This court disposition database, which will serve as the heart of the fingerprint-based criminal record system, is replicated on the CJIS computer for access by the law enforcement community, and,





pursuant to the new CORI law, for dissemination to the public under specified circumstances. Transfer of court disposition data to the CJIS computer is accomplished by an electronic link between the Trial Court and the CJIS computers. This electronic link was developed with BJA Formula Grant funds. Transfer of data is effected by daily updates over the interface.

Under the guiding principle of continuing to support ongoing automation efforts that are improving the quality of criminal records, \$300,000 of the FY92 Federal Formula Grant Program Funds were earmarked to OCP to continue the development of this enterprise. This funding supported the deployment of personal computers at local probation offices. These personal computers facilitate the flow of court disposition data and, as will be seen below, domestic violence restraining order data, to the central OCP database.

Problems/Obstacles: The mainframe which supports the OCP database is nearing capacity. It is not currently possible for some of the electronic files managed by OCP to be enhanced to support OBTN and other fields until such time as the storage capacity, processing power and communications ability of this critical system can be upgraded.

Recommendations: The courts should upgrade their central system so as to provide additional capacity for the storage of OBTN numbers in their Court Activity Record Information File. The system should be enhanced so as to allow information to be transferred directly into this file as a result of a point-of-arrest transaction containing an OBTN number and originated by a local police department. The implementation of such a function would eliminate redundant data entry into the court databases, and would provide an accurate method for incorporating associated OBTN numbers into the court record. The implementation of this feature within the court, in combination with enhancements in the Identification Bureau Systems, would result in a fingerprint-supported criminal record within the Commonwealth.

#### **4. Point of Civil Protective Relief - Probation Civil Registry**

Current Situation. Abuse Prevention Restraining Orders issued in Superior, District and Probate & Family Court Departments are immediately entered into the OCP computer system by staff in local Probation Offices of those court departments. Created in September, 1992, there are now over 167,624 restraining orders against over 121,866 defendants. This critical database is connected to the Court Activity Record Information System also maintained by the Massachusetts Probation Service. Data from the Civil Restraining Order Registry is transferred daily to the CJIS using the aforementioned electronic link between Criminal History Systems Board and The Massachusetts Trial Court.

This system has been recently expanded and enhanced in conjunction with the Massachusetts Victims Bill of Rights. The registry now contains additional critical information needed by law enforcement in domestic violence situations. Orders can include the confiscation of guns and ammunition, the surrender of Licenses to Carry Firearms, etc. In





addition, the file has been enhanced to contain the names of children from whom a defendant must stay away, as well as identifying specific locations (eg. school/daycare center) for which a stay away order has been issued.

## **5. Point of Probation Supervision - Probation Case Assignment and Tracking**

The Case Assignment and Tracking System (CATS) provides probation supervision data to the central OCP database. When the OCP/CJIS electronic Link was installed on July 1, 1992, certain probation supervision data began to be transferred from the CATS file to the CJIS computer for purposes of implementing the new CORI law. It may be possible to make this probation supervision data available to the law enforcement community via CJIS in much the same manner in which parole supervision data is presently available to law enforcement via CJIS.

Further, as a result of recent legislation the OCP database and CJIS system are being modified to provide information on individuals who are currently under supervision in Massachusetts Probation as a result of inter-state supervision compacts. This new system will provide information to law enforcement on individuals who would not normally have been identified in the OCP database. This function may be expanded by further pending legislation which would have inter-state compact parolee's and department of correction inmates registered in similar electronic files.

## **6. Point of State Supervision - Department of Correction**

The Department of Correction is presently submitting ten-print cards to the Massachusetts State Bureau of Identification (MSBI) via the installed "Live-Scan" equipment. Results of the search include the return of the State Identification Number (SID) to the DOC. The DOC has also been provided access to the state Automated Name Index (ANI) file on CJIS.

Return of the SID will allow for integration of certain DOC data and CHSB data, thus enhancing system availability and resources. The DOC has established a specialized unit (Warrant Clearance Unit) at MCI Concord to coordinate and track criminal history, wanted persons, and related data. It is expected that this unit will collect and disseminate collected history to include fingerprint-supported data.

The DOC and CHSB have implemented enhancements to the CCH files on CJIS which allow CJIS users to view certain DOC data. These enhancements, the results of previous record improvement plans allow important DOC Supervision data to be instantly available to law enforcement. This is of particular use when an inmate is in pre-release programs, work





release programs or in other programs which would allow the inmate to be in the community. Like the parolee system, this new enhancement to the state system allows not only the inquiring law enforcement agency to be aware of DOC status, but automatically notifies the DOC that an inmate under their supervision has been inquired upon.

In addition, as a result of prior improvement plans, the CHSB and the DOC have implemented direct wide-area network links which allow the DOC direct access to the CJIS system via their internal networks. In addition, this new network infrastructure has allowed the DOC to regularly transfer their inmate information to the CHSB. This function was previously performed via electronic tape exchange. This new infrastructure allows for more timely information to be exchanged, and should allow for a number of future projects involving real-time information sharing. The DOC has over 25 users currently accessing the CJIS network via micro-computers on the DOC WAN/LAN networks.

The CHSB and the DOC are currently discussing ways that current NCHIP and CCH improvement plans can assist the DOC in classification activities. As part of developing CCH flagging initiatives the CHSB will be taking into consideration the needs of corrections in evaluating automated CCH information as part of the classification process. It is anticipated that significant manual efforts currently required to evaluate a criminal record can benefit greatly from electronic flagging of the State CCH data.

The DOC plans to continue internal and external automation projects, to ensure compliance with certain state and federal mandates, and to ensure that modern technology practices are recognized and accepted accordingly.

## **7. Point of County Supervision - Sheriff's Departments**

The Massachusetts Sheriff's Departments are still updating automated systems to conform to standards of the Bureau of Justice Assistance (BJA) and the Criminal Records Improvement Plan.

A number of pilot projects are being developed at the county level to demonstrate improvement in the management of county correctional data through automation..

The first pilot project involves "live scan" fingerprints. The Norfolk County Sheriff's Office has purchased a live scan Ten Printer from Digital Biometrics Inc. The live scan Tenprinter was installed August 18, 1992 and enabled Norfolk County to capture and prepare ten-print cards locally. Electronic transmission of the fingerprints from Norfolk County to MSBI began in February, 1994. This Ten Printer enabled Norfolk County to submit live fingerprints to MSBI from a remote location, as MCI Concord does at this time.





In addition, the Norfolk Sheriff's office has been part of a pilot project to allow LAN connections to the state network. The pilot involves the installation of a Communications Server that allows micro-computers on the internal network to communicate directly to the CJIS system. With this new connection, county inmate data can be transferred directly to the CHSB. In addition, this infrastructure will allow the CHSB to transmit information to the County for them to use in their inmate database.

All counties have been encouraged to submit monthly data reports on diskette to the CHSB for purposes of administering the public access provisions of the CORI law, and for statistical purposes to improve accounting of inmate population and establish common shared data fields. The data collected from the counties may also be used in developing an automated reporting system to INS through CJIS.

In a third project, Norfolk County participated in the MSBI pilot involving extended use of the ANI file. The Norfolk County Sheriff's Office has been using the ANI file since July 1993. The use of this file proved instrumental as a tool to assist the Sheriff's Office identify offenders admitted to the correctional facility.

The combination of live scan technology with an offender based tracking number and an "open systems" approach to the transfer of data would greatly enhance the accuracy of identifying and tracking of criminal offenders. Norfolk County is awaiting funding for the pilot involving electronic transfer of data among police departments, courts, MSBI, and the Sheriff's Department, using CJIS as the infrastructure for information exchange.

## **8. Point of Parole Supervision - Parole Board**

Current Situation In January, 1994, the Massachusetts Parole Board implemented the parolee module of its Parole Automated Tracking System (PATs). PATs is an on-line, real-time transactional database that resides on the Commonwealth's Office of Management Information System's (OMIS) mainframe computer. On a daily basis, the Criminal History Systems Board (CHSB) staff downloads parolee data from the OMIS computer, using a file transfer program, so that parolee data is available in an automated fashion to the CHSB in order to meet the public access provisions of the new CORI law.

Additionally, as the result of a pilot project, parolee information is now automatically cross-matched against the computerized criminal history and civil restraining order information provided to the Criminal History Systems Board by the Office of the Commissioner of Probation. As a result of this linking of court information to parolee information, law enforcement officers are now made aware of an individual's possible parole status and apprised of the issuance of any restraining orders at the same time they are accessing the offender's court-supplied criminal record. Further, the Parole Board is automatically notified via an





electronic message whenever a law enforcement agency makes an inquiry about an active parolee.

**Problems/Obstacles.** Parolee information is not fingerprint supported at this time. While Parole has the probable SID number on most of its records, it should be noted that the assignment of the SID number is done by matching identifying data - e.g., name, date of birth, etc. - with information on the Automated Name Index (ANI file), rather than by submitting fingerprint cards to the Massachusetts State Bureau of Identification (MSBI).

**Recommendations.** A mechanism for systematically linking the SID number to Parole records should be developed. The DOC/MSBI project should serve as a model here. The CHSB and Parole continue to work jointly on a number of key initiatives. The CHSB is completing its own internal Victim/Witness Automation Project. As a result of this project the CHSB will be able to provide parole with direct access to this critical database. Using file transfer systems already in place for parole information transfer, it may be possible for the CHSB to regularly exchange information with the Parole Board on Certified Victims and Witnesses.

## **CJIS as the Hub for the Criminal Justice Records System**

The CJIS network does not systematically act as a data collection or data entry point, rather it serves as the hub to establish the connections and infrastructure between the eight other key data entry points.

**Current Situation.** The CJIS system presently supports over 1,800 end-user devices located in 550 criminal justice agency sites across the Commonwealth. It also supports mobile data terminals in police cruisers via links with mobile terminals systems managed by the Boston Police Department, the State Police, and other local law enforcement agencies. The CJIS system has been significantly enhanced, upgraded and expanded as a result of prior criminal record improvement projects. Hundreds of additional users have been added to the CJIS network since the inception of the task force, and all major data contributors have been linked to the CHSB in some fashion as a result of Record Improvement recommendations and associated funding.

CJIS also supports important interfaces with other key systems. These interfaces include the Office of the Commissioner of Probation, the FBI's National Crime Information Center (NCIC), The National Law Enforcement Telecommunications System (NLETS), and the Massachusetts Registry of Motor Vehicles system. In addition, since the June 1994 Task Force Report, the CHSB has added additional interfaces including an interface with the Trial Courts for the implementation of a new 'first in the nation' paperless warrant system; wide-area







network connections to the Boston Police Department, State Police Headquarters and Crime Lab, and Department of Corrections.

Many of the critical computerized criminal record files are already on CJIS, having been entered directly into the system or more often electronically transferred from the contributing agency to the CJIS network. For example, the fingerprint supported ANI file, the OCP court disposition file, the OCP civil registry of restraining orders, the DOC inmate file, the Parole Board parolee file, and the Sheriff's Departments inmate files are currently resident on the CJIS network.

Since the June 1994 Task Force Plan, the CHSB has finished a complete upgrade of its central computing complex. Equipment and Software upgrades totaling \$6.1M have allowed the CHSB to significantly enhance its central computing power. In addition, the new equipment provides for more 'Open Systems' technologies allowing standard communications protocols like TCP/IP and FTP to be used by agencies working with the central hub. In addition, a number of extensive technical strategic plans have been prepared for the CHSB to use in furthering its technological advances.

Problems/Obstacles. The CHSB's end user equipment continues to age and is based on outdated technology. If the CHSB is going to provide state-of-the-art services to its end users it needs to upgrade this field equipment to intelligent micro-computer based workstations. In addition, the application programs used at the CHSB are varying in age, and in some instance are 20+ years old. So as to allow the CHSB to achieve its critical success factors of reliability, rapid response, connectivity, customer support, quality information, and adequate capacity, it is important to upgrade these aging components of the CJIS system.

The problem of establishing once and for all infrastructure for fingerprint supported criminal records continues to affect the central hub development. To this end, the CHSB has been working extensively with the Programs Division of the Executive Office of Public Safety to promote the use of Offender Based Tracking Numbers (OBTN). In addition, the CHSB is working to develop a central OBTN repository/index which would reside on the central hub for use by all criminal justice agencies. From the initial assignment of the OBTN by a police department, this index would be established to further fingerprint supported records. By using this OBTN with the fingerprint cards submitted to State Police Identification the state can begin to properly fingerprint support all of its criminal justice records, including the CCH.

Recommendations. The CHSB should continue to pursue the updating of its software systems through re-engineering, and the upgrade of its end-user equipment to state-of-the art technologies. In addition, the CHSB should continue to expand its point-of-arrest and data exchange pilots which can contribute to the establishment of an OBTN repository. Wherever possible, the CHSB should continue to adopt and utilize open systems standards for database





access and communications so as to promote the continued use of the CHSB as the electronic HUB for criminal justice information exchange.

The CHSB should also move to expand the existing CCH in whatever ways are possible so as to allow for flagging of Felony and Non-Felony cases, and conviction and non-conviction to assist in firearms licensing activities.

## **Implementation Strategy and Schedule**

In the previous sections, eight key data entry points were identified. For each point, the quality of the criminal record information was described; problems and obstacles were identified; and, recommendations for improvements were made. In this section these recommendations are integrated into an implementation strategy using the guiding principles as a framework.

### **Point-of-Arrest.**

The Working Group found a substantial level of automation at the point-of-arrest. The current need is to link these "islands of automation" to facilitate the exchange of information. As demonstrated through various previous activities the strategy of linking the automated records management systems found in local criminal justice agencies through the CJIS network is both technologically viable and operationally compelling. It is recommended that the transfer of those technologies supporting the exchange of information from local systems be further supported through the development of policy and procurement assistance to:

- encourage the acquisition of automated records management systems in local law enforcement agencies;
- support the procurement of the hardware and software necessary to effect the connections between local records management systems and the CJIS network by expanding the existing pilot program and working to integrate with several existing records management vendors;
- ensure that the local records management systems become fingerprint supported through improvements in fingerprint submission rates, establishment of OBTN functions in the local systems, and through the timely feedback of the SID number to local police departments; and,
- develop standards for the further exchange of information through the publication of a criminal justice data dictionary for the Commonwealth.







[The body of the page contains several paragraphs of text that are extremely faint and illegible due to the quality of the scan. The text appears to be a continuation of a report or plan, likely discussing criminal records improvement strategies.]



## **Point-of-Identification.**

There remains an urgent need to address capacity constraints in the State Police Identification Division and IBIS/AFIS through a combined use of staffing and automation. The SID number, generated by MSBI, is the key identifier which will link all criminal record data compiled by criminal justice agencies. Identification is pivotal in processing OBTN based transactions providing the SID numbers to contributing criminal justice agencies thereby supporting other agencies in their efforts towards finger-print supported criminal records systems. Although the use of the Offender Based Tracking Number as a key identifier will allow for delays in positive identification while still providing fingerprint supported records, it is agreed that rapid, and timely identification using IBIS and AFIS technologies is critical to the Criminal Justice user community.

The demand for the services of identification is expected to increase due to improved submission rates and expanded requirements for fingerprint identification. Further, federal mandates including the National Child Protection Act, the Brady Act, and the FBI's NCIC-2000 initiatives call for the additional fingerprint capacity. It is critical that identification have the technical and personnel capacity to address the existing backlog and to respond to the growing demand for services.

Timely response to fingerprint submissions is important to ensure the quality of criminal record information in the Commonwealth. The standard for identification operations should be sufficient capacity to "do a day's work in a day". Identification should be able to accept OBTN based transactions electronically from the CHSB hub, support the transmission of the SID number to the OBTN index and to the contributing agencies in a timely manner, and to provide inquiry capability to its IBIS system in support of all contributing criminal justice agencies.

There continues to be a need to upgrade the technology used in the Commonwealth's AFIS system. Newer technology will support the use of work stations at remote sites and will permit the direct connection of live-scan fingerprint images into the AFIS computing complex. Further upgrades to the capacity of the AFIS system will likely be required in the future. In addition the IBIS and AFIS Systems should be based on open technologies which will allow agencies using the central hub to access information contained within these systems electronically 7 days per week, 24 hours per day. This will significantly enhance law enforcement agencies access to critical identification information whenever it is needed.

The DOC/AFIS project demonstrated the concept of the live scan of prints at a remote site, the electronic transmission of the prints to the AFIS database, and the timely feedback of identifying information - including the SID Number - back from AFIS to the remote site. The success of this prototype has significant implications for replication at many criminal justice data entry points to ensure the positive identification of individuals and to enhance the





accuracy of criminal records. Upgrades to the existing AFIS technology will support the further deployment of remote live scan technologies and the ability for electronic fingerprint images to be submitted to IBIS and AFIS through the State-Wide network operated by the CHSB.

### **Point of Arraignment, Civil Arraignment, and Probation Supervision.**

The court disposition information maintained by the Office of the Commissioner of Probation remains fully disposition supported but is not yet fingerprint supported. The expansion of the use of OBTN and SID numbers in all electronic files is a method whereby arraignments and subject criminal history information can be fully fingerprint supported.

The continued expansion of the point-of-arrest pilot project as well as the establishment of an OBTN repository will set the stage whereby police departments will electronically transmit arrest/complaint information to the court of arraignment prior to the arraignment and to the Identification for timely identification. The capability for every police department in the Commonwealth to electronically transmit such arrest/complaint information to all interested parties will be a significant improvement to criminal justice in the. Further developments of the IBIS/AFIS system in Identification to ensure timely reporting of the SID number to the courts offers the possibility to realize a comprehensive, fingerprint-supported, computerized criminal history in the Commonwealth.

### **Point of Correctional and Community Supervision - DOC, Sheriffs and Parole**

The new fingerprint-supported criminal record system will depend not only on the arrest and court disposition data, discussed above, but also on correctional supervision data from the Department of Correction, Sheriffs' Departments, Probation, and Parole. The CORI Automation Project, initiated to meet the provisions of the new CORI law, provided an important first step in the process of integrating the correctional data with the criminal record system. The CHSB acquired data on correctional, parole, and probation status from these criminal justice agencies. Currently, this information is linked to the court disposition data by the Probation Central File (PCF) Number.

The goal, however, is to use the SID Number as the link for all the information from these agencies. The point-of-arrest pilot project established a methodology by which these contributing criminal justice agencies can establish fingerprint support for their automated criminal history files. It is important that Identification provide a mechanism for correctional and community supervision agencies to receive the SID number in response to the submission of a fingerprint card and to perform inquiries against the Identification data base of fingerprint information. The livescan projects in the Department of Correction and the Norfolk County Sheriff's department successfully demonstrated the ability of this technology to contribute to





the capture of quality fingerprint information and the rapid transfer of fingerprint information to the State Police Identification.

Demonstrated progress has been made in providing connectivity between the automated systems of the agencies responsible for correctional and community supervision and making data regarding offender status in correctional and community supervision available throughout the CJIS user community. Providing fingerprint support of these automated systems will further facilitate the ability to integrate relevant information regarding a subject in response to an inquiry. The further development of electronic interfaces between the internal information systems of these criminal justice agencies and the CJIS network should be developed, further correctional and community supervision information could be made available to the CJIS user community, and establishing a method to provide the SID number for Identification to these agencies will ensure ongoing fingerprint support for criminal history information. The use of OBTN numbers on commitment documents issued by the Court will assist in the development of a comprehensive OBTN index and associated Fingerprint supported Criminal Histories.

### **CJIS Computer Network**

The CJIS computer system and telecommunications network has an important role in linking together the information from many law enforcement and criminal justice agencies that will comprise the new fingerprint-based criminal record system. The OCP/CJIS connectivity upgrade set the stage for the development of similar links with other criminal justice systems: local law enforcement, corrections, and parole. As a result of past record improvement plans the CHSB has completed a number of significant upgrades to its computer technology. In 1994 the CHSB completed a \$6.1 M upgrade of the central computing complex which makes up the CJIS System. Included in this upgrade were a number of additional products to help provide more open access to the CJIS system. These upgrades included support for TCP/IP and IPX communication protocols for routine inquiry.

As a direct results of these upgrades and through the use of open standards the CHSB has been able to implement a number of new network connections and application solutions which allow the agency to communicate with many other agencies. A new paperless Warrant Management System is being developed with will make significant use of these new technologies.

As various new automation initiatives progress and as the State moves to acquire a more current AFIS System, attention will be paid to developing appropriate links to CJIS for the purposes of the further refinement of the criminal record system. The CHSB continues to expand its Local and Wide Area Network Capabilities. Recent procurement have allowed the CHSB to acquire routing protocols capable of supporting over 50 network connections. This equipment will play a key role in allowing the agency to connect large state and local criminal justice agencies to the new CJIS hardware and software platforms.







The ongoing development of standards for the exchange of criminal justice information remains a critical need. The Criminal History Systems Board, continues to work with agencies on the development of a comprehensive criminal justice data dictionary. This dictionary will draw on the experience of all contributing criminal justice agencies and define the types of transactions that should be exchanged and the specific data elements to be included. Once established these standards will be used to allow a variety of agencies to process transactions using dissimilar systems.

Education and training efforts also remain as important issues. The CHSB will incorporate education on the need for fingerprint-supported criminal records, the use of SID Numbers and the concepts surrounding Offender Based Tracking Numbers into its ongoing training programs, and will work with the vendor community to promote these concepts. Also, these topics will be highlighted at the meetings of the CJIS Regional Working Groups, which are comprised of representatives of all law enforcement agencies in the Commonwealth. Training on proper fingerprinting techniques, as well as on the need to secure fingerprints on individuals who appear in court as the result of a summons or an indictment, and on other methods for reporting accurate and complete criminal record information will be implemented in conjunction with the Massachusetts Criminal Justice Training Council.

### **On-Going Criminal Records Issues**

Two other criminal records improvement issues were identified by the Criminal Records Improvement Task Force as priority areas. These issues demonstrate the further application of the need for coordinated development of information systems among the agencies of the criminal justice community.

### **Warrants Management**

Warrants provides an example of the need to provide an infrastructure for the ready exchange of information among criminal justice agencies. The need for this exchange encompasses those agencies within the boundaries of the Commonwealth as well as those beyond.

Significant progress has been made on the Warrants Management issues within the Commonwealth. Comprehensive Warrant Reform legislation was adopted allowing Massachusetts to develop a first in the nation paperless Warrants Management System.

Utilizing the new CHSB central computing capability and open protocols, the CHSB worked with the Massachusetts Trial Court to develop a fully electronic Warrants System in the Commonwealth. This new system allows the courts to communicate information related to warrant issuance and warrant recall electronically using the CJIS system operated by the CHSB. In addition, this new system was integrated with the legacy warrant systems operated





on the CJIS system allowing police officers to make one inquiry and obtain information related to Legacy and Electronic Warrant information.

The development of this new system has significantly improved the accuracy of, and availability of Warrant information to the Law Enforcement Community. In addition, the new system saves significant amounts of time which had been previously spent locating and transporting paper warrants from one agency to another.

Lastly, continuing to build on the HUB concept, the CHSB has interfaced with the Registry of Motor Vehicles to provide automatic non-renewal flagging for Massachusetts drivers with outstanding warrants. Again, using open communications protocols the CHSB and RMV exchange information daily on recently issued warrants and recent recalls. This new interface helps to facilitate the clearing of warrants by notifying drivers in advance of license renewal of their need to resolve warrant matters with local courts.

### **Firearms Records Automation Initiatives**

Due to the passage of the Brady Act and local concern regarding the increased use of firearms in the commission of violent crime, the Criminal Records Improvement Working Group had previously recommended that the area of firearms records automation be part of the on-going process of records improvement. Specifically, the group had proposed the following issues be addressed in future initiatives:

- Establish a centralized point for CJIS users to access critical firearms related information including: firearms identification cards, firearms licenses to carry, firearms sales and ownership; To date, the CHSB has expanded the existing CJIS system to allow agencies to access information directly on CJIS related to FID and License to Carry permits issued. This system directly accesses a database maintained by the Department of Public Safety Firearms Records Bureau;
- Utilize the technologies demonstrated in the point-of-arrest pilot project to enhance the efficiency of the firearms licensing process through the electronic transfer of information utilizing the CJIS network from the local licensing authorities to the central Fire Arms Records Bureau; The CHSB will develop concept papers and will pursue technology initiatives which will allow new NCIC 2000 compliant workstations to interact with and provide electronic methods to submit licensing information to the FRB in the future; and
- Use the Criminal Records Improvement Working Group as the planning and coordinating group to ensure implementation of the provisions of the Brady Act with respect to a national "instant" criminal records check system. In this area the CHSB and EOPS continue to identify new ways to approach Firearms Records Issues. Further, the Executive Office of Public Safety will pursue legislation which would transfer record keeping responsibilities





for Firearms Records to the Criminal History Systems Board in an ongoing effort to utilize computer technologies in this critical information management area.

The Task Force believes substantial progress has been made over the four years during which the groups have existed. For the Criminal Records Improvement Plan to have an on-going impact in continuing the improvements in the quality of criminal records in Massachusetts, it is essential that the Task Force remains in existence to meet periodically to monitor the implementation of the plan and to make modifications as necessary.

## **Summary**

The goal of this report was to update the plan for the improvement of criminal records in Massachusetts. This plan is intended to serve as the framework for the further improvement of criminal record systems in Massachusetts.

The methodology used in this plan is the review of the eight key data entry points under the general categories of arrest, court disposition, and correctional status. For each data entry point, the quality of criminal record information was described; problems and obstacles were identified; and, recommendations for improvements were made.

The Group relied on a set of nine guiding principles to serve as a framework for integrating the recommendations into a systematic implementation strategy. The Group identified two on-going issues regarding criminal record information and proposes to continue focus on warrants management and firearms automation as progress continues.



## **Appendix A.**

### **Criminal Justice Records Improvement Task Force Members**

Richard St. Louis, Chief of Staff  
Executive Office of Public Safety  
Chair,  
Criminal Justice Records Improvement Task Force

Dermot Quinn  
Information Systems  
Executive Office of Public Safety

Michael Saltzman  
Captain  
MA State Police

William Casey  
Deputy Superintendent  
Boston Police Department

Tim Corcoran  
Manager of Network Services  
Administrative Office of Trial Court

Curt Wood  
Director of Information Resources  
Department of Correction

Paul O'Donnell  
Regional Coordinator  
Administrative Office of District Court

William Hanrahan  
First Deputy Commissioner  
Office of the Commissioner of Probation

Steve Greene  
Director of Program Development  
Office of Management Systems





Maureen Chew  
Senior Analyst  
Office of Management Systems

Peggy Sullivan  
Technical Director  
MA District Attorney's Association

Craig Burlingame  
Director  
Criminal History Systems Board

Linda Holt  
Director of Research  
MA Sentencing Commission

Bill Deyermond  
Director  
New England State Police Information  
Network

George Klier  
Administrative Deputy Sheriff  
Norfolk County Sheriff's Office

William Magee  
Captain  
Woburn Police Department

Sallyann V. Sweeney  
Systems Analyst  
MA Parole Board

Jim Slater  
Special Projects Manager  
Criminal History Systems Board

Rhiana Kohl  
Director of Research Development  
Executive Office of Public Safety  
Programs Division

Maryclare Querzoli  
Director of Management Systems  
Attorney General's Office



## APPENDIX C

### COMPLIANCE WITH LEGISLATIVE REQUIREMENTS







*The Commonwealth of Massachusetts*  
*Executive Office of Public Safety*  
*Programs Division*  
*100 Cambridge Street, Room 2100*  
*Boston, Massachusetts 02202*

William F. Weld  
Governor

Kathleen M. O'Toole  
Secretary

May 8, 1996

(617) 727-6300

The Honorable Marc Pacheco  
Massachusetts State Senate  
Joint Committee on Federal Financial Assistance  
State House - Room 413-B  
Boston, MA 02133

Dear Chairman Pacheco:

Enclosed is a draft copy of the Massachusetts application for Federal Fiscal Year 1996 Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds totaling \$6,250,500. These funds will be used for the operation of criminal justice programs that are designed to implement the statewide Byrne Memorial State & Local Formula Grant Strategy. This document is submitted pursuant to federal rules and regulations that require that states submit the application and any amendments to their respective legislatures for review and comment prior to award.

Massachusetts has already applied for and been awarded \$3,216,600 in FY1996 funds under this program. Please note that in the event that Massachusetts adopts legislation requiring convicted sexual offenders to be HIV-tested at the request of their victim, Massachusetts will be awarded an additional \$1,051,900 prior to September 30, 1996.

We would appreciate your review and any comments at your earliest convenience. Should you have any questions, please contact me at (617) 727-6300 x301. The final printed application will be forwarded to your office upon completion.

Sincerely,

A handwritten signature in black ink, appearing to read "Jonathan M. Petuchowski".

Jonathan M. Petuchowski  
Executive Director

enc.





*The Commonwealth of Massachusetts*  
*Executive Office of Public Safety*  
*Programs Division*  
*100 Cambridge Street, Room 2100*  
*Boston, Massachusetts 02202*

William F. Weld  
Governor

Kathleen M. O'Toole  
Secretary

(617) 727-6300

May 8, 1996

The Honorable Marie J. Parente  
Massachusetts House of Representatives  
Joint Committee on Federal Financial Assistance  
State House - Room 156  
Boston, MA 02133

Dear Chairwoman Parente:

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Jonathan M. Petuchowski  
Executive Director

enc.







*The Commonwealth of Massachusetts*  
*Executive Office of Public Safety*  
*Programs Division*  
*100 Cambridge Street, Room 2100*  
*Boston, Massachusetts 02202*

William F. Weld  
Governor

Kathleen M. O'Toole  
Secretary

(617) 727-63

May 8, 1996

Mr. Thomas Graf  
Budget Director  
Executive Office of Administration & Finance  
Budget Bureau  
State House - Room 272  
Boston, MA 02133

Dear Mr. Graf:

Enclosed is a draft copy of the Massachusetts application for Federal Fiscal Year 1996 Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds totaling \$6,250,500. These funds will be used for the operation of criminal justice programs that are designed to implement the statewide Byrne Memorial State & Local Formula Grant Strategy. This document is submitted pursuant to federal rules and regulations that require that states submit the application and any amendments to their respective legislatures for review and comment prior to award.

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Executive Director

enc.





*The Commonwealth of Massachusetts*  
*Executive Office of Public Safety*  
*Programs Division*  
*100 Cambridge Street, Room 2100*  
*Boston, Massachusetts 02202*

William F. Weld  
Governor

Kathleen M. O'Toole  
Secretary

(617) 727-6300

May 8, 1996

The Honorable Stanley C. Rosenberg  
Massachusetts State Senate  
Senate Ways & Means  
State House Room 212  
Boston, MA 02133

Dear Chairman Rosenberg:

Enclosed is a draft copy of the Massachusetts application for Federal Fiscal Year 1996 Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds totaling \$6,250,500. These funds will be used for the operation of criminal justice programs that are designed to implement the statewide Byrne Memorial State & Local Formula Grant Strategy. This document is submitted pursuant to federal rules and regulations that require that states submit the application and any amendments to their respective legislatures for review and comment prior to award.

Massachusetts has already applied for and been awarded \$3,216,600 in FY1996 funds under this program. Please note that in the event that Massachusetts adopts legislation requiring convicted sexual offenders to be HIV-tested at the request of their victim, Massachusetts will be awarded an additional \$1,051,900 prior to September 30, 1996.

We would appreciate your review and any comments at your earliest convenience. Should you have any questions, please contact me at (617) 727-6300 x301. The final printed application will be forwarded to your office upon completion.

Sincerely,

A handwritten signature in dark ink, appearing to read "Jonathan M. Petuchowski".  
Jonathan M. Petuchowski  
Executive Director

enc.







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*Executive Office of Public Safety*  
*Programs Division*  
*100 Cambridge Street, Room 2100*  
*Boston, Massachusetts 02202*

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Governor

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Secretary

May 8, 1996

(617) 727-6300

Executive Office of Communities  
and Development  
100 Cambridge Street  
Boston, MA 02202

Dear Sir/Madam:

Enclosed is a draft copy of the Massachusetts application for Federal Fiscal Year 1996 Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds totaling \$6,250,500. These funds will be used for the operation of criminal justice programs that are designed to implement the statewide Byrne Memorial State & Local Formula Grant Strategy. This document is submitted pursuant to federal rules and regulations that require that states submit the application and any amendments to their respective legislatures for review and comment prior to award.

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Jonathan M. Petuchowski  
Executive Director

enc.





*The Commonwealth of Massachusetts*  
*Executive Office of Public Safety*  
*Programs Division*  
*100 Cambridge Street, Room 2100*  
*Boston, Massachusetts 02202*

William F. Weld  
Governor

Kathleen M. O'Toole  
Secretary

(617) 727-6300

May 8, 1996

The Honorable Thomas M. Finneran  
Massachusetts House of Representatives  
House Ways and Means  
State House - Room 243  
Boston, MA 02133

Dear Chairman Finneran:

Enclosed is a draft copy of the Massachusetts application for Federal Fiscal Year 1996 Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds totaling \$6,250,500. These funds will be used for the operation of criminal justice programs that are designed to implement the statewide Byrne Memorial State & Local Formula Grant Strategy. This document is submitted pursuant to federal rules and regulations that require that states submit the application and any amendments to their respective legislatures for review and comment prior to award.

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Sincerely,

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Jonathan M. Petuchowski  
Executive Director

enc.





# APPLICATION FOR FEDERAL ASSISTANCE

OMB Approval No 0348-0043

## 1. TYPE OF SUBMISSION:

☐ Application  
☐ Construction

☐ Preapplication  
☐ Construction

☒ Non-Construction

☐ Non-Construction

2. DATE SUBMITTED

Applicant Identifier

3. DATE RECEIVED BY STATE

State Application Identifier

4. DATE RECEIVED BY FEDERAL AGENCY

Federal Identifier

## 5. APPLICANT INFORMATION

Legal Name:  
Commonwealth of Massachusetts

Organizational Unit  
Massachusetts Committee  
on Criminal Justice

Address (give city, county, state, and zip code)  
100 Cambridge Street  
Rm 2100  
Boston, MA 02202

Name and telephone number of the person to be contacted on matters involving this application (give area code)

Jonathan M. Petuchowski  
Executive Director  
617-727-6300

## 6. EMPLOYER IDENTIFICATION NUMBER (EIN):

04 - 6002284

## 7. TYPE OF APPLICANT: (enter appropriate letter in box)

☒ A

- |                    |   |
|--------------------|---|
| A State            | H Independent School Dist                         |
| B County           | I State Controlled Institution of Higher Learning |
| C Municipal        | J Private University                              |
| D Township         | K Indian Tribe                                    |
| E Interstate       | L Individual                                      |
| F Intermunicipal   | M Profit Organization                             |
| G Special District | N Other (Specify) _____                           |

## 8. TYPE OF APPLICATION:

☐ New ☒ Continuation ☐ Revision

If Revision enter appropriate letter(s) in box(es)

☐ ☐

A Increase Award B Decrease Award C Increase Duration  
D Decrease Duration Other (specify) \_\_\_\_\_

## 9. NAME OF FEDERAL AGENCY:

Bureau of Justice Assistance

## 10. CATALOG OF FEDERAL DOMESTIC ASSISTANCE NUMBER:

16 - 579

TITLE Bureau of Justice Assistance

## 11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT:

Administrative and programmatic  
funding for Edward Byrne State &  
Local Federal Assistance Grant  
Program

## 12. AREAS AFFECTED BY PROJECT (cities, counties, states, etc.)

Statewide

## 13. PROPOSED PROJECT

Start Date  
10/95

Ending Date  
9/98

## 14. CONGRESSIONAL DISTRICTS OF

a Applicant

b Project

Commonwealth of Massachusetts Statewide

## 15. ESTIMATED FUNDING

a Federal	\$ 6,945,000 .00
b Applicant	\$ .00
c State	\$ .00
d Local	\$ .00
e Other	\$ 2,315,000 .00
f Program Income	\$ .00
g TOTAL	\$ 9,260,000 .00

## 16. IS APPLICATION SUBJECT TO REVIEW BY STATE EXECUTIVE ORDER 12372 PROCESS?

a YES THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON

DATE May 7, 1996

b NO ☐ PROGRAM IS NOT COVERED BY E.O. 12372

☐ OR PROGRAM HAS NOT BEEN SELECTED BY STATE FOR REVIEW

## 17. IS THE APPLICANT DELINQUENT ON ANY FEDERAL DEBT?

☐ Yes If "Yes," attach an explanation

☒ No

18. TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL DATA IN THIS APPLICATION PREAPPLICATION ARE TRUE AND CORRECT. THE DOCUMENT HAS BEEN DULY AUTHORIZED BY THE GOVERNING BODY OF THE APPLICANT AND THE APPLICANT WILL COMPLY WITH THE ATTACHED ASSURANCES IF THE ASSISTANCE IS AWARDED

a Typed Name of Authorized Representative  
Jonathan Petuchowski

b Title  
Executive Director

c Telephone number  
(617) 727-6300

d Signature of Authorized Representative

e Date/Signed

5/6/96





# ATTACHMENT A

## PROGRAM LIST WORKPLAN

### FISCAL YEAR 1996 FUNDING

PURPOSE	PROGRAM TITLE	BJA APPROVED PROGRAM <small>PROGRAM BUREAU TITLE OR DATE</small>	NUMBER OF AWARDS	AMOUNT OF FEDERAL FUNDS		MATCH AMOUNT	PASS- THROUGH AMOUNT
				STATE AGENCIES	LOCAL AGENCIES		
1	Administrative			946,710			
1	Youth Conservation Corp (Mass National Guard)	FY94	1	273,182		273,182	
1	Lenox Explorers Program	FY95	1		6,634	6,634	6,634
2	Violent Crime Response (Mass State Police)	FY94	1	96,500		129,500	
2	Support Service (Mass State Police)	FY89	1	75,000		75,000	
2	Multijurisdictional Task Forces	FY87	17		575,682	575,682	575,682
4	Police Curriculum (Criminal Justice Training Council)	FY95	1	125,000		41,667	
4	S.C.O.R.E. (Attorney General)	FY93	1	37,000		113,000	
4	Triad Program (Northwestern District Attorney)	FY94	1	18,165		18,165	
4	Roxbury Youth Works (Dept. of Youth Services)	FY95	1	45,000		45,000	
4	Mo Vaughn Youth Development (Dept. of Youth Services)	FY95	1	60,000		60,000	
4	Community Policing	FY93	26		514,722	1,544,168	514,722
7	Gang Task Force (Hampden District Attorney)	FY94	1	77,000		77,000	





# ATTACHMENT A

## PROGRAM LIST WORKPLAN

### FISCAL YEAR 1996 FUNDING

PURPOSE	PROGRAM TITLE	BJA APPROVED PROGRAM PROGRAM BUREAU TITLE OR DATE	NUMBER OF AWARDS	AMOUNT OF FEDERAL FUNDS		MATCH AMOUNT	PASS- THROUGH AMOUNT
				STATE AGENCIES	LOCAL AGENCIES		
8	Repeat Felon Escalating Sentence Project (Norfolk District Attorney)	FY94	1	73,500		73,500	
10	Drug Diversion Court (Commissioner of Probation)	FY94	1	75,500		75,500	
11	Houses of Correction Project (Department of Public Health)*	FY96	7	578,871		192,957	578,871
11	Mass Gateway (Department of Correction)	FY92	1	188,052		188,052	
11	Stress Reduction (University of Massachusetts)	FY95	1	50,000		50,000	
13	Women Mentoring Prog. (Department of Correction)	FY95	1	28,910		28,910	
13	Training the Trainer (Dept. of Youth Services)	FY94	1	142,317		142,317	
13	Restoring Integrity (Dept. of Youth Services)	FY95	1	79,166		79,166	
13	Adolescent Intervention & Diversion Program (Bristol District Attorney)	FY93	1	12,812		38,438	
13	Criminal Justice Collaborative (Hampden Sheriff)	FY94	1		74,154	74,154	74,154
13	Substance Abuse Treatment (Mass Parole Board)	FY90	1	47,919		143,757	



# ATTACHMENT A

## PROGRAM LIST WORKPLAN

### FISCAL YEAR 1996 FUNDING

PURPOSE	PROGRAM TITLE	BJA APPROVED PROGRAM PROGRAM BUDGET TITLE OR DATE	NUMBER OF AWARDS	AMOUNT OF FEDERAL FUNDS		MATCH AMOUNT	PASS- THROUGH AMOUNT
				STATE AGENCIES	LOCAL AGENCIES		
14	Domestic Violence Project (Mass Office for Victim Asst.)	FY92	1	52,121		52,121	
14	Joey Fournier Victim Asst. (Mass Parole Board)	FY92	1	25,050		25,050	
15	Homicide Tracking Project (Mass State Police)	FY94	1	22,000		25,500	
15	Hot Spot Crime Mapping (Mass State Police)	FY94	1	65,000		5,250	
15b	System Improvement (Criminal History System Board)	FY93	1	473,355		157,785	
15b	System Improvement Department of Correction	FY96	1	500,000		166,667	
15b	System Improvement (Mass State Police)	FY93	1	200,000		265,000	
15b	System Improvement (Mass Bay Transportation Auth.)	FY94	1	47,047		47,047	
15b	System Improvement (Commissioner of Probation)	FY93	1	25,000		25,000	
16	Safe Neighborhood Initiative II (Attorney General)	FY96	1	30,000		10,000	
16	Safe Neighborhood Initiative (Attorney General)	FY94	1	341,314		250,000	
16	Justice for Juveniles (Eastern District Attorney)	FY94	1	80,600		80,600	





# ATTACHMENT A

## PROGRAM LIST WORKPLAN FISCAL YEAR 1996 FUNDING

STATE: Massachusetts

OMB.1121-0151

4

PURPOSE	PROGRAM TITLE	BJA APPROVED PROGRAM <small>PROGRAM BRIEF TITLE OR DATE</small>	NUMBER OF AWARDS	AMOUNT OF FEDERAL FUNDS		MATCH AMOUNT	PASS-THROUGH AMOUNT
				STATE AGENCIES	LOCAL AGENCIES		
16	Community Based Justice Prog. Middlesex District Attorney	FY94	1	86,500		86,500	
16	Community Revitalization	FY93	7		234,500	703,500	234,500
16	Safe Neighborhood Initiative (Suffolk District Attorney)	FY94	1	72,548		72,548	
16	Behavioral Sciences Development (Massachusetts State Police)	FY95	1	50,000		16,500	
20	Project Coach (Barnstable District Court)	FY93	1	12,500		12,500	
20	Project W.I.S.H. (Mass Parole Board)	FY93	1	16,970		16,970	
20	Community Correction Center (Barnstable District Court)	FY95	1	27,110		27,110	
20	Intermediate Sanction (Suffolk District Attorney)	FY94	1	50,000		50,000	
	Unallocated State			1,369,506		456,502	
	Unallocated for Pass-Through				1,484,183	494,728	1,484,183
	HIV Penalty			1,051,900			
	Totals			7,629,125	2,889,875	7,092,627	3,468,746

